5 Stakeholder Analysis

The following stakeholder analysis assesses perceived needs and interests in view protection tools for the national symbols. Working alongside key stakeholders to identify these needs is critical in the planning and development process. It is important to note that this may not be an exhaustive list of stakeholders; additional persons, groups, or communities may be identified as having interest in the protection of the national symbols later in the planning process.

5.1 STAKEHOLDERS

5.1.1 IDENTIFYING KEY STAKEHOLDERS

The national symbols are integral to Canada's national identity, therefore broad public participation will be of the utmost importance in the development of new tools for view controls. The relevant stakeholders have been categorized in Table 5-1.

Using Lawrence and Lorsch's contingency theory, and Christensen's stakeholder template, an analytical table (see Appendix B) was developed to indicate the relationship between federal, provincial, municipal, local, and private sector interest groups, and new tools for view control. This table is based on the stakeholder's interests, resources, and action channel for participation.[1]

FEDERAL	National Capital Commission (NCC); Public Services and Procurement Canada (PSPC); Parks Canada; Canadian Heritage; House of Commons; Senate; Library of Parliament; Supreme Court; and Other Federal Agencies, Departments, and National Institutions
PROVINCIAL	Government of Ontario; Gouvernement du Québec; Ontario Travel; and Tourisme du Québec
MUNICIPAL	City of Ottawa; Ville de Gatineau; and Ottawa Tourism
LOCAL	Community Groups; Indigenous Peoples; Public Citizens; and Archdiocese
PRIVATE	Developers; and Private Tourism Industry

Table 5-1: Stakeholders' Jurisdictions

5.1.2 IMPLICATIONS

The power interest grid, illustrated in Figure 5-3, categorizes and prioritizes project stakeholders by power and interest in the project. This process will help identify actions and measures to be undertaken by stakeholders in the future. The following list describes the four stakeholder positions:

High Power/High Interest:
Stakeholders are fully engaged and interested in the best possible outcome; without their support, the project can easily fail;

High Power/Low Interest:
Stakeholders have considerable power but are less interested with the matter at hand;

Low Power/High Interest:
Stakeholders are fully engaged, but have little influence in decision making processes. These groups can be very helpful with project details; and

Low Power/Low Interest:
Stakeholders have low influence and low interest in the final outcome. Stakeholders will be involved at their discretion.

Identifying stakeholder interests, resources, and action channels helps to understand the relationship between view protection of the national symbols and different agencies that influence and/or are impacted by their protection. Such identification can lead to more informed and supported decisions.

The NCC is responsible for initiating and coordinating project uptake and future stakeholder engagement. The municipal governments, the City of Ottawa and Ville de Gatineau, will be affected by the proposed view control policies and have high influence in decision making and the integration of such policies into municipal planning. All parties involved, including local and private stakeholders, should have the opportunity to voice their thoughts, opinions, and concerns, and participate in the early planning phases of developing new tools for view controls of the national symbols.

Figure 5-1: Primary stakeholder logos

5. STAKEHOLDER ANALYSIS

POWER — HIGH to LOW

INTEREST — LOW to HIGH

KEEP SATISFIED
- Other Federal Agencies and Departments
- PSPC
- Government of Ontario
- Gouvernement du Québec

MANAGE CLOSELY
- City of Ottawa
- Ville de Gatineau
- NCC

MONITOR
- Community Groups
- Public
- Indigenous Peoples

KEEP INFORMED
- Tourism Industry (Public and Private)
- Parks Canada
- Developers
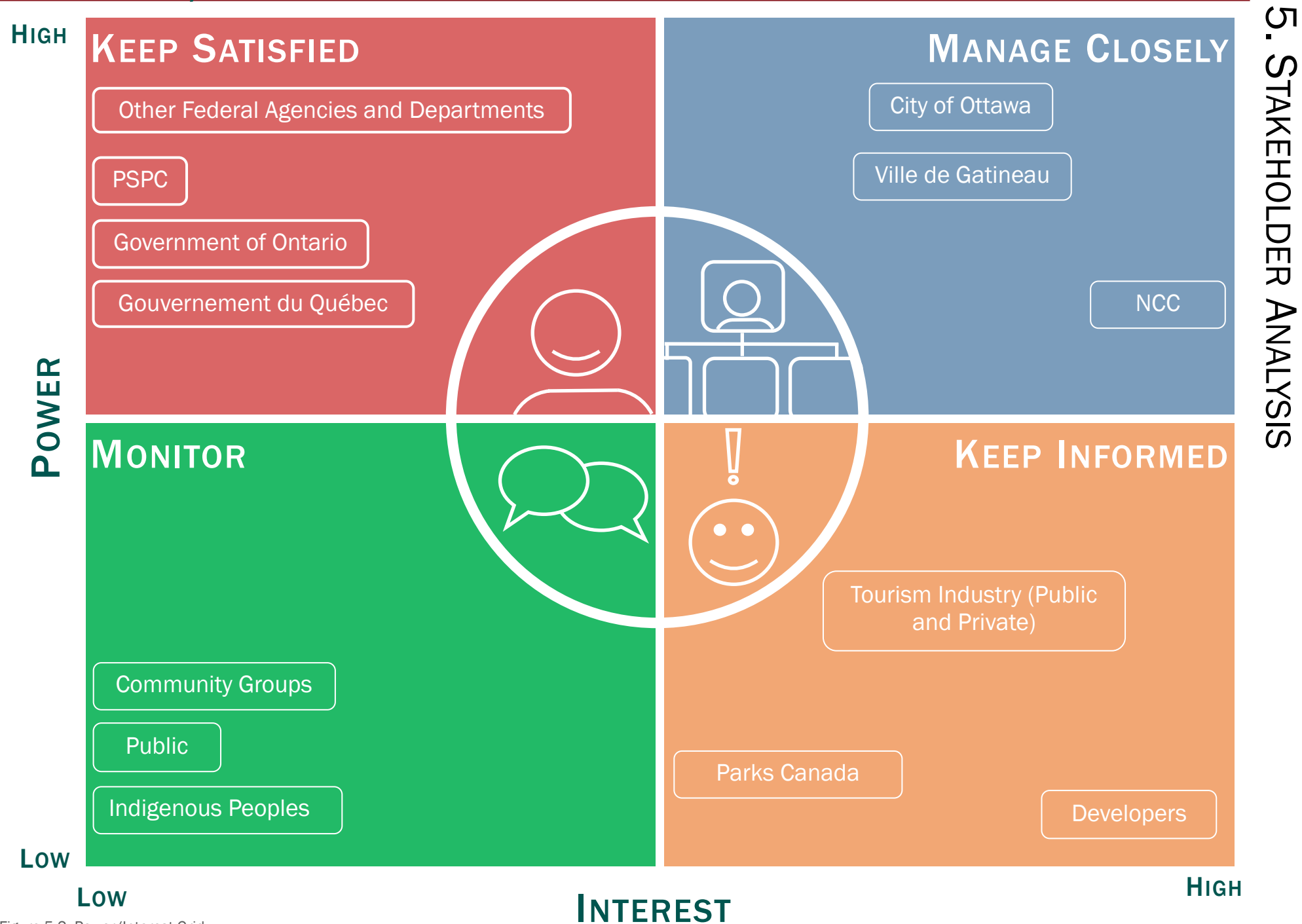
Figure 5-2: Power/Interest Grid

"Probably as important as anything else is the first-hand experience that people have when visiting a city."

- Jon Lang (2011, P. 549)

6 Existing Conditions

The project team conducted field research and analysis of the twenty-two official and eight supplementary viewpoints in the National Capital Region. Expanding on a methodology already employed by the National Capital Commission, the viewpoints were ranked from A to D based on the degree of foreground and background obstruction of Parliament's silhouette. This chapter explains this rating system, summarizes the existing conditions, and discusses how some views have changed over time.

6.1.1 BUILT FORM

Existing land uses supported on federal lands in the Capital Core Area can be broadly organized into four categories:

1. Government Functions:
   Lands used to support the administration and day-to-day operation of the federal government, its departments and agencies

2. Parkland and Greenspace:
   Specifically on the shoreline of the Ottawa River

3. Capital Links:
   Pathways, parkways, arrival points and gateways that facilitate the discovery of the Capital

4. Other Federal Lands:
   Federal lands supporting other functions.[1]

The primary land use in the immediate core is commercial. Government operations are the primary business activity in the Core Area, and the federal government is the largest employer, landowner, and single tenant in leased accommodations.[2] Many of the buildings that house political, cultural and office functions in the Core are designated heritage properties.[3] There are limited residential land uses in the Capital Core, however major redevelopment sites nearby such as LeBreton Flats and the Islands are utilizing infill residential and commercial development to compliment the Core Area. With growing development opportunities to the west of the Core Area, downtown growth, and the introduction of LRT, it is important to establish strong view protection tools to protect the visual prominence of the Parliamentary Precinct and related national symbols.

Figure 6-1: (top left) Downtown Ottawa at Night (Trip Central, 2016); Figure 6-2: (top right) Parliament at night (Dee, 2012); Figure 6-3:(bottom) Chaudiere Falls, Ottawa (Gagnon, 2010)

6.1.2 Existing Views—Control and Key Viewpoints

There are 22 viewpoints in Ottawa and Gatineau from which the views of Parliament Hill are protected. It is in the public interest to enhance these views.[4] While there are multiple viewing positions and dynamic sequences to view national symbols, there exists a limited number of high priority viewpoints to determine visual protection. The selection of the 22 viewpoints was based on the quality of available views, public accessibility and the likelihood of effective views protection in an evolving urban environment. Six of the viewpoints relate to the sequential view experience approaching Ottawa, three are key viewpoints on notable city streets, and the remaining are at various locations on the Confederation Boulevard ring or within the central capital landscape.[5]

The 22 viewpoints are classified as either 'key' or 'control' viewpoints. Key viewpoints offer significant views of Parliament, whilst control viewpoints generate control viewsheds. Control viewpoints are locations from which background height control planes are protected, and act as surrogates for the viewsheds of all other key viewpoints (See Map 6-1 and 6-2).[6] The four control viewpoints are important not only because they offer attractive views, but because the viewpoints and projected viewplanes protect all other key viewpoints and view sequences from around Confederation Boulevard.[7]

There are 8 supplementary unnumbered viewpoints that were not included in the 1993 *Ottawa Study*, but were included in the 2005 *Core Area Sector Plan*. These viewpoints have been identified as locations that provide good views of the national symbols, but are not used as planning tools contrary to the 22 key and control viewpoints currently integrated in policy. A map of the 22 key and control viewpoints, as well as the eight unnumbered viewpoints can be found in Map 6-2.
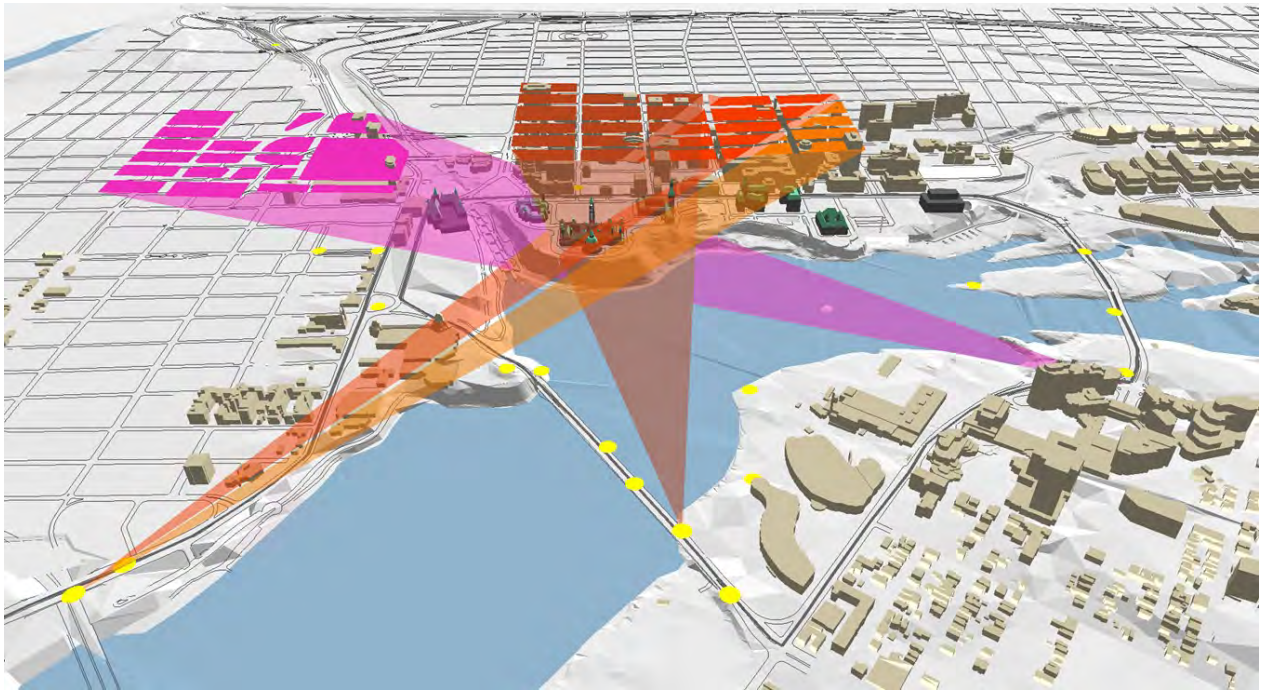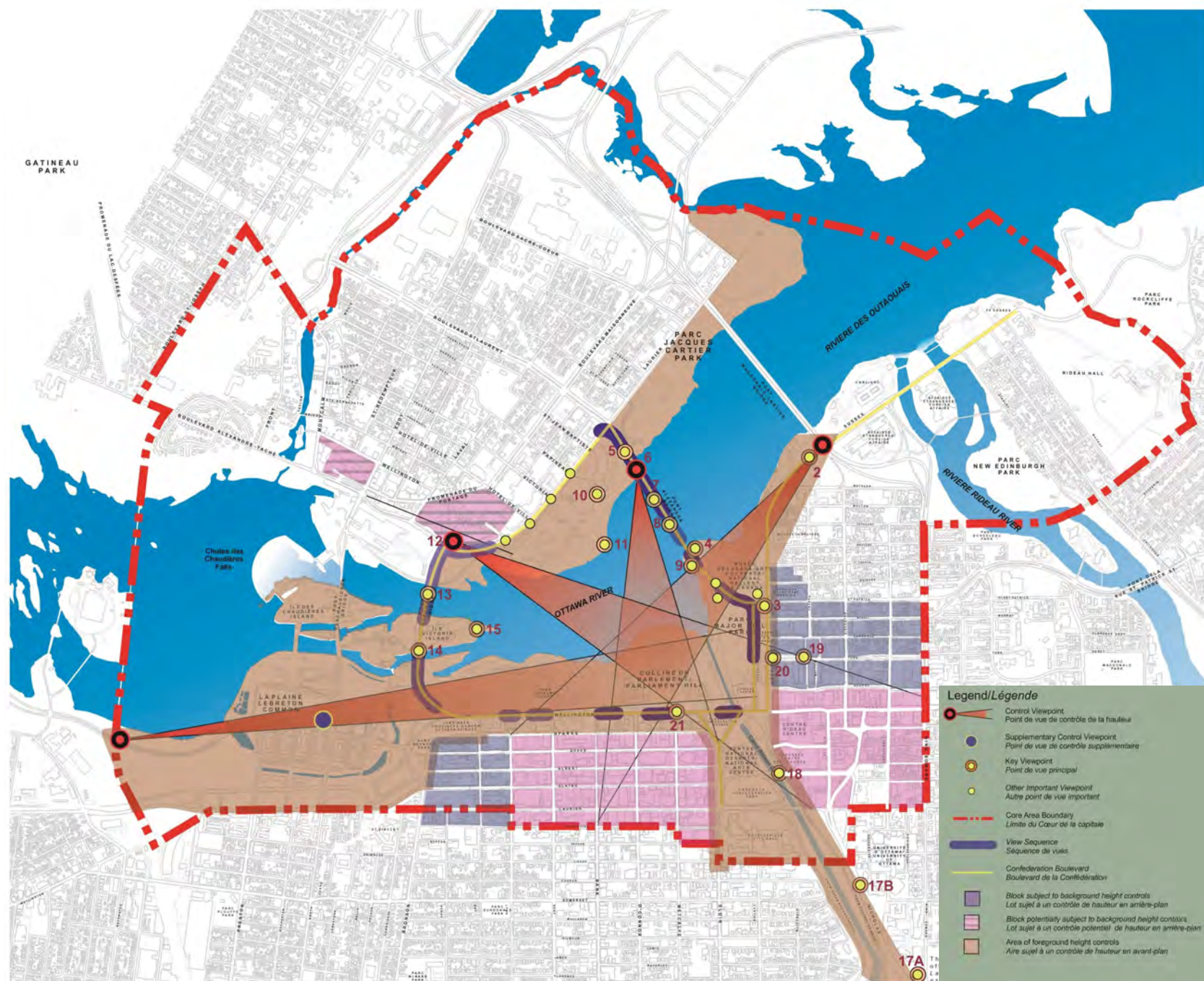

Figure 6-4: The three control viewpoints that determine height control planes (in orange, red and pink) and protect all other key viewpoints' background views (NCC-CCN, 2007).

Map 6-1: Control Viewpoints (red and black dots) and their Control Viewsheds (in transparent red) (NCC-CCN, 2007)

6.2.1 OBSERVATIONS

Table 6-1 on details the silhouette grading scheme for the primary national symbols (adopted from the 2007 *Capital Views Protection Plan)* that was utilized by the project team for both foreground and background analysis of the viewpoints. One limitation in the use of this grading scheme is that it only considers background view disruptions to the national symbols and their symbolic silhouette. For the purpose of the project teams analysis, the background grading scheme was used correspondingly for foreground view grading as well.

When grading the views, it is important to also consider not only the single views from each viewpoint,

but their collective part in a kinetic changing experience of the symbolic skyline, seen 'in the round' from around the Ottawa River basin.[8] In this sense, it is important to consider not only the immediate view from each of the 22 viewpoints, but rather, how their view contributes to the entire kinetic visual experience within the National Capital Region. The grading of the viewpoints as founding in Appendix C grades only the single view provided at the location. This is a limitation to the study, because it does not consider the role of the viewpoint in protecting collective views. For example, key viewpoint 11, which provides a striking view of Parliament and which the project team rated 'A' (see Figure 6-12), does not protect dramatic views

across the Ottawa River. In comparison, control viewpoint 12, which the project team rated 'D', does not provide attractive views of Parliament. It does, however, contributes highly through its regulatory role of protecting view sequences in between viewpoints and in protecting key future views.[9]

Appendix C included as part of this report includes a comprehensive analysis of all 30 viewpoints, including: a picture of each view as seen on September 16th 2016, notes on the strengths and weaknesses of the view, and an A-D ranking. Furthermore, a visual representation of the viewpoint ratings in the National Capital Region is included in Map 6-3.

Figure 6-5: Aerial view of the Parliamentary Precinct (Holzman and Tosh, 2000)

CAPITAL VIEWS PROTECTION PLAN SILHOUETTE GRADING SCHEME

'A' STRONG
- No visible background buildings
- Full extent of the building profiles above the escarpment tree line are visible
- Visual integrity undisturbed

'B' MODERATE
- Visible background buildings that rise to the height of the eavesline of the Centre Block
- Significant parts of the main building and the roof forms over the Centre Block are clearly legible
- Towers of the East Block, except for the upper most spire, are obscured
- Minimal foreground obstruction—some vegetation obstructing below the eavesline.

'C' WEAK
- Background buildings rise to the height of the ridgeline of the Centre Block
- Main building of the Centre Block no longer legible and is barely distinguishable from the main body of the Parliamentary Library
- Only the towers and spires above the ridge of the Centre Block roof are visible as is the upper half of the East Block Spire
- Moderate foreground obstruction— a moderate level of vegetation obstructing the eavelines or additional buildings.

'D' LOST
- Silhouettes of the upper towers and spires of the Centre Block and Library are obscured and the principal national symbol is overwhelmed
- Heavy foreground obstruction - a large amount of vegetation obstructing the eaveslines or many additional buildings.

Table 6-1: Foreground and Background grading scheme as adopted from the *Capital Views Protection Plan*
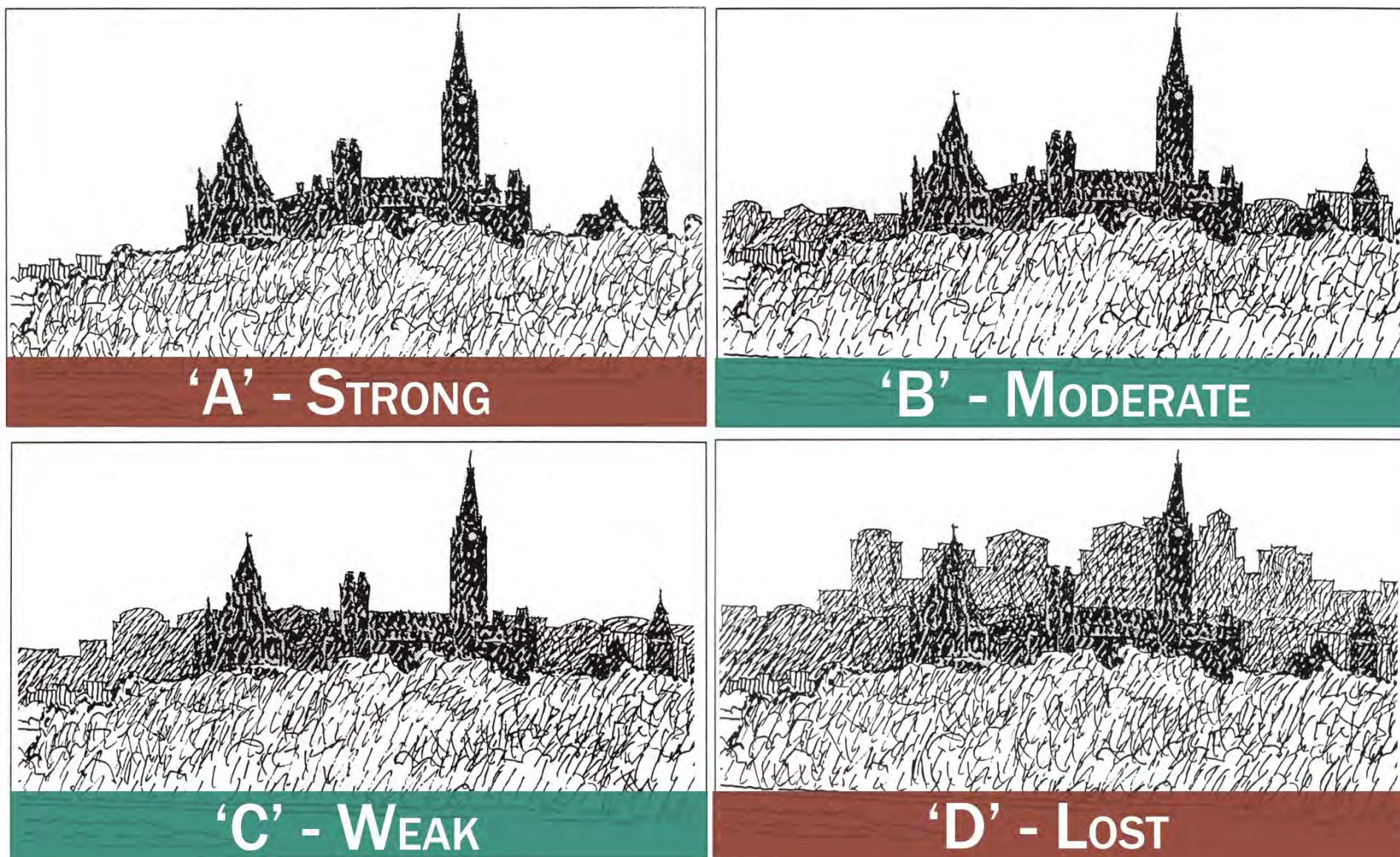
Figure 6-6: Background grading images, taken from the 2007 *Capital Views Protection Plan*, and their corresponding description as determined by the project team

6.2.2 NOTABLE VIEWPOINT OBSERVATIONS

- Of the 22 total viewpoints, three are strong, ten are moderate, five are weak and four are lost

- The majority of views (45%) were given a moderate (B) ranking, with almost as many (40%) falling into the weak and lost categories (C and D ranking) combined

- Three of the four control viewpoints (viewpoints 1, 12 and 16) were rated as either weak or lost (C or D)

- Views while driving into the city are some of the most obstructed (acknowledging that scenic approaches are meant to provide unfolding sequences of dynamic and obstructed views to be revealed again later)[9]

- Foreground view disruption of the national symbols is more prominent in Ottawa; background view disruptions are more prevalent looking at national symbols from Gatineau

- Foreground disruption caused by overgrown vegetation is problematic for approximately 50% of the viewpoints

- Built form obscuring the Parliamentary silhouette (primarily on the shoulders of the view) is not complementary to the national symbols: it is dark, dense, and overpowering
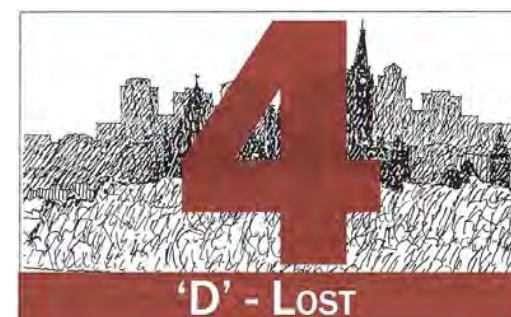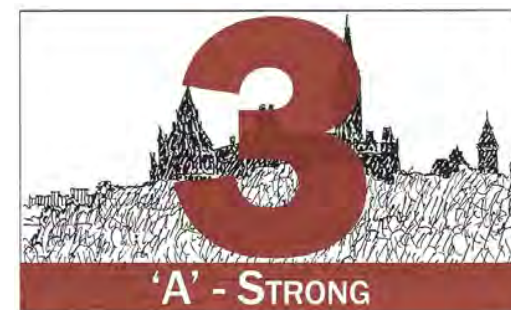

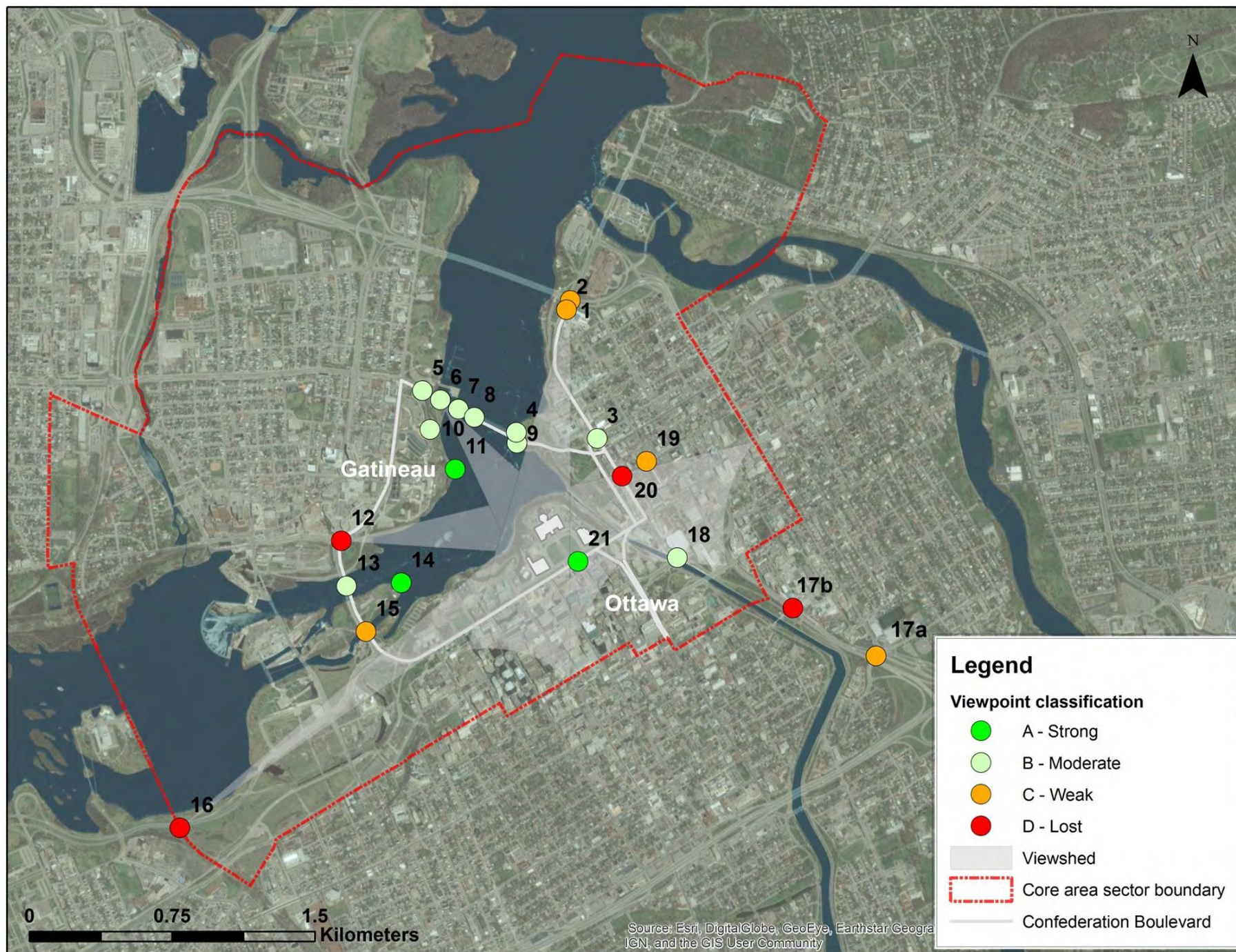Figure 6-7: The number of viewpoints in each grading category

Figure 6-8: Viewpoint 11 in front of the Museum of History, one of the four views with an A rating, and the team's favourite view.

Legend

Viewpoint classification

- 🟢 A - Strong
- 🟩 B - Moderate
- 🟠 C - Weak
- 🔴 D - Lost
- ⬜ Viewshed
- ⬚ Core area sector boundary
- Confederation Boulevard

Map 6-2: The A-D ranking given to the 22 numbered viewpoints in the National Capital Region.

6.3.1 SIR JOHN A. MACDONALD PARKWAY

The views towards Ottawa on the Sir John A. Macdonald Parkway have been lost for a few reasons. The red boxes in Figure 6-8 represent the areas where there are obstructions. Vegetation has not been well maintained; instead of framing the silhouette of Parliament, it overcrowds the foreground. The vegetation also covers views of the National Gallery of Canada on the far right of the vista (Figure 6-8). Vegetation could be better used to cover tall buildings on the right (Figure 6-8), and trimmed to better frame the Parliament Buildings. Another factor that contributes to the poor view is kinetic movement. As early as the 1915 *Bennett Plan*, there are suggestions as to how people should move along parkways. Bennett specifies that the parkways should be limited in width, and not be required to provide the same volume as a main highway. Moreover, speed should be limited not only by regulations, but enhanced through design. The parkways were originally designed for much slower speeds than what vehicles currently travel, thus the kinetic experience of views is significantly altered. The faster the movement, the more obscured the elements in the landscape become.[10]

Figure 6-9: Viewpoint comparisons at Sir John A. Macdonald Parkway (viewpoint 16) (Top photograph: 2016, Bottom photograph: 1990s)

6. EXISTING CONDITIONS

6.3.2 SUSSEX DRIVE

The views of the Parliamentary Precinct are very important as one approaches Ottawa from the Sir. George-Étienne Cartier parkway, as these are the first views of Parliament approaching from the south. The red boxes in Figure 6-9 represent the areas where there are view obstructions. This view have been labeled weak (C rating) due to buildings that encroach the lateral background of the silhouette. Once again, the vegetation needs careful trimming, and better placement in order to better frame the silhouette of Parliament. Both the view from 2016 (the top of Figure 6-9), and the view from the 1990s (the bottom of Figure 6-9) feature vegetation that is still a concern. Another small, but important issue, is placement of the lamp poles and how they impede views from a pedestrian's or driver's point of view.
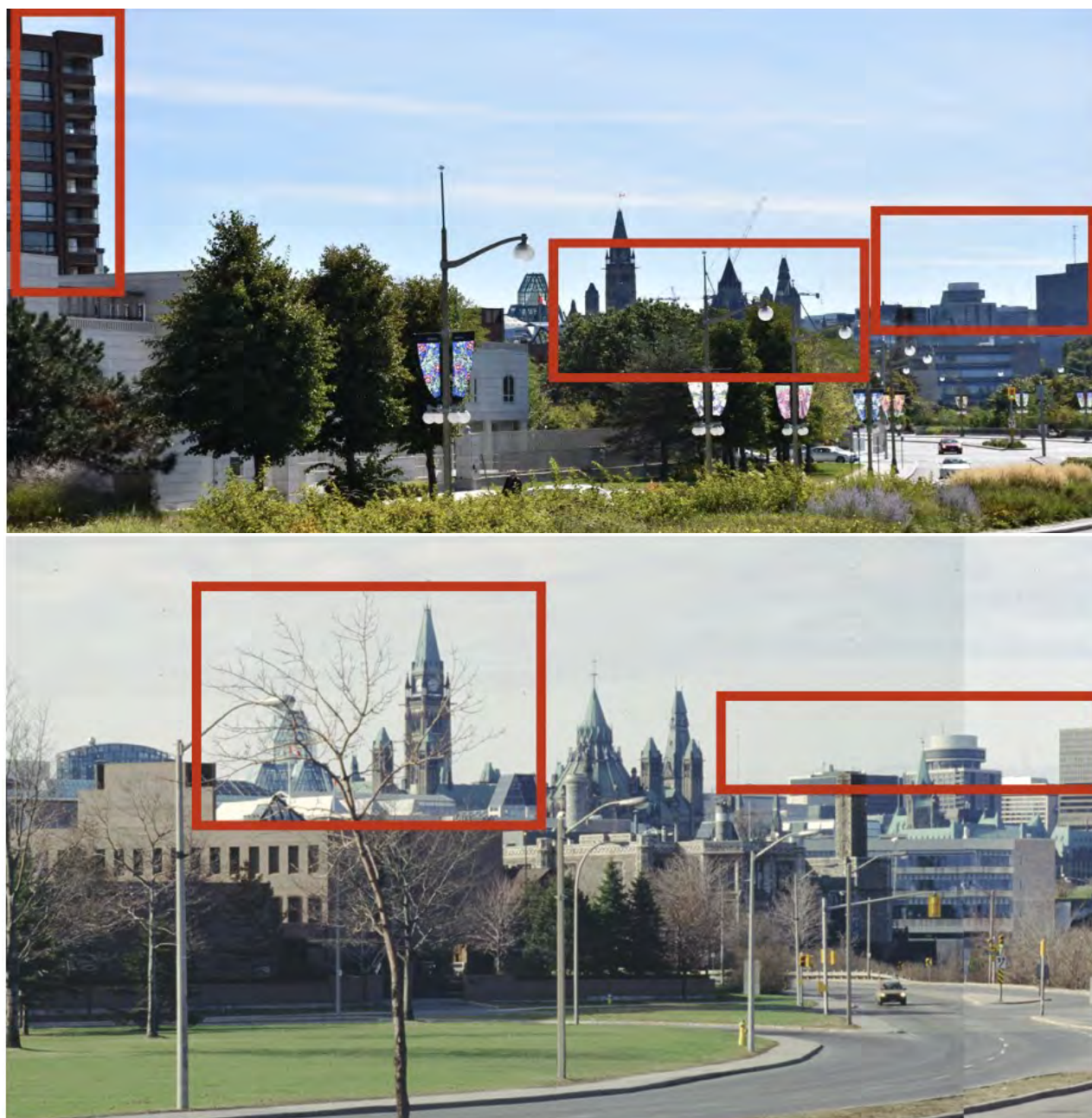
Figure 6-10: Viewpoint comparisons on Sussex Drive (viewpoint 1) (Top photograph: 2016, Bottom photograph: 1990s)
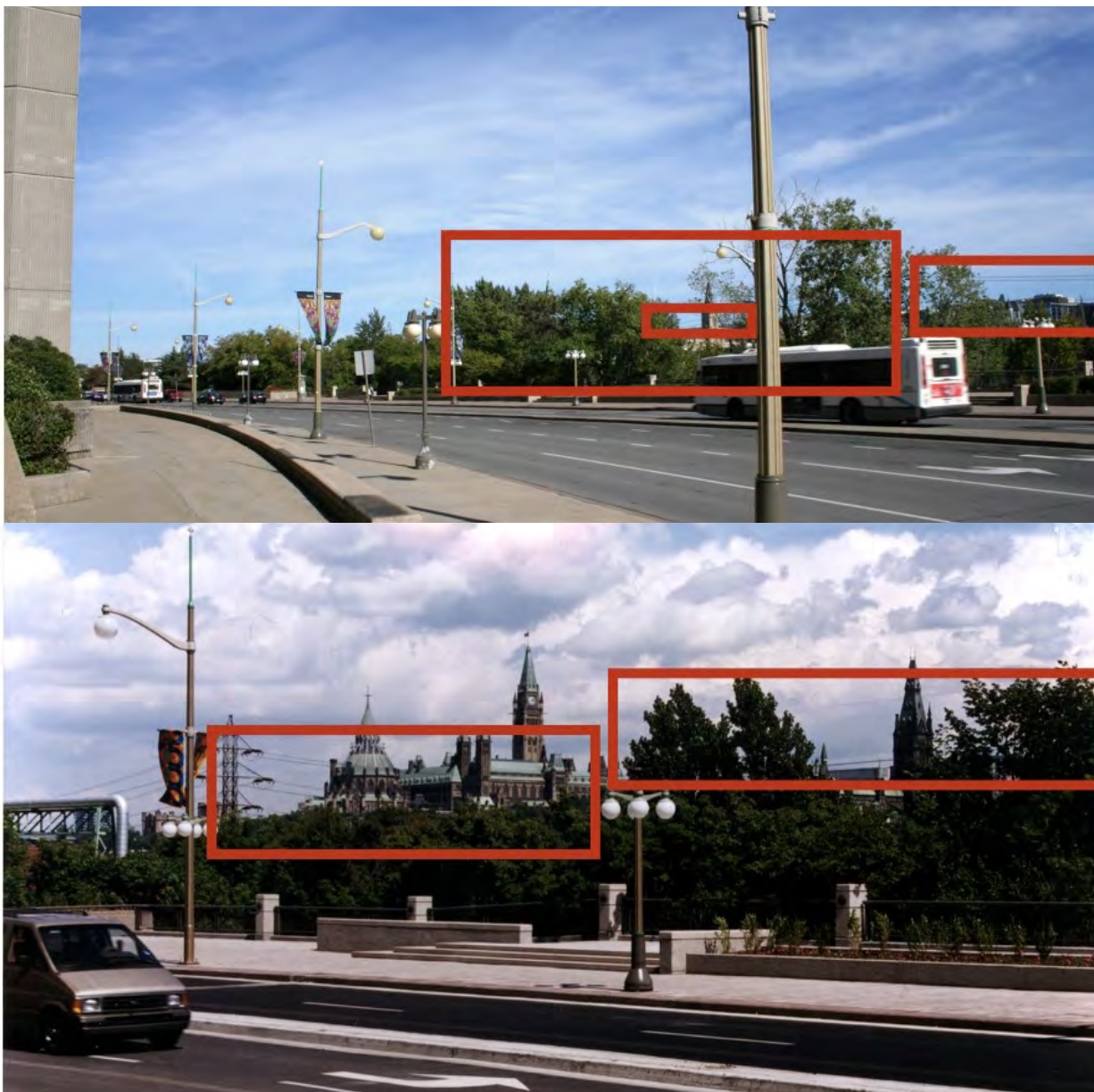
6.3.3 Le Point du Portage and Rue Laurier

The red boxes in Figure 6-10 represent part of the view where there are obstructions. The view from the corner of Le Pont du Portage and Rue Laurier is also categorized as a lost view due to major vegetation overgrowth that has occurred from the 1990s to 2016 (see Figure 6-10). This viewpoint proved challenging for the project team because it is not clearly marked. When undertaking field work, members of the project team were unable to determine where to take the picture. This complication made viewpoint analysis difficult, both in terms of evaluate existing conditions and historic views.

Figure 6-11: Viewpoint Comparison of viewpoint 12, at the intersection of Portage Bridge and Rue Laurier (Top photograph: 2016; Bottom photograph: 1990s)

6.3.4 PORTAGE BRIDGE SOUTH AT VICTORIA ISLAND

The view at Portage Bridge has been classified as a weak (C rating) view in Figure 6-11. The red boxes in Figure 6-11 represent the areas where there are view obstructions. This view is weak due to vegetation growth concerns that affect the foreground views of national symbols. To better preserve the view, vegetation could be trimmed from the immediate foreground, and increased on the far right of the frame, to better conceal Place de Ville, the Mariott Hotel, and other buildings on the right.

Figure 6-12: Viewpoint Comparisons of Viewpoint 15 , at the eastern end of Victoria Island (Top photograph: 2016, Bottom photograph: 2007)
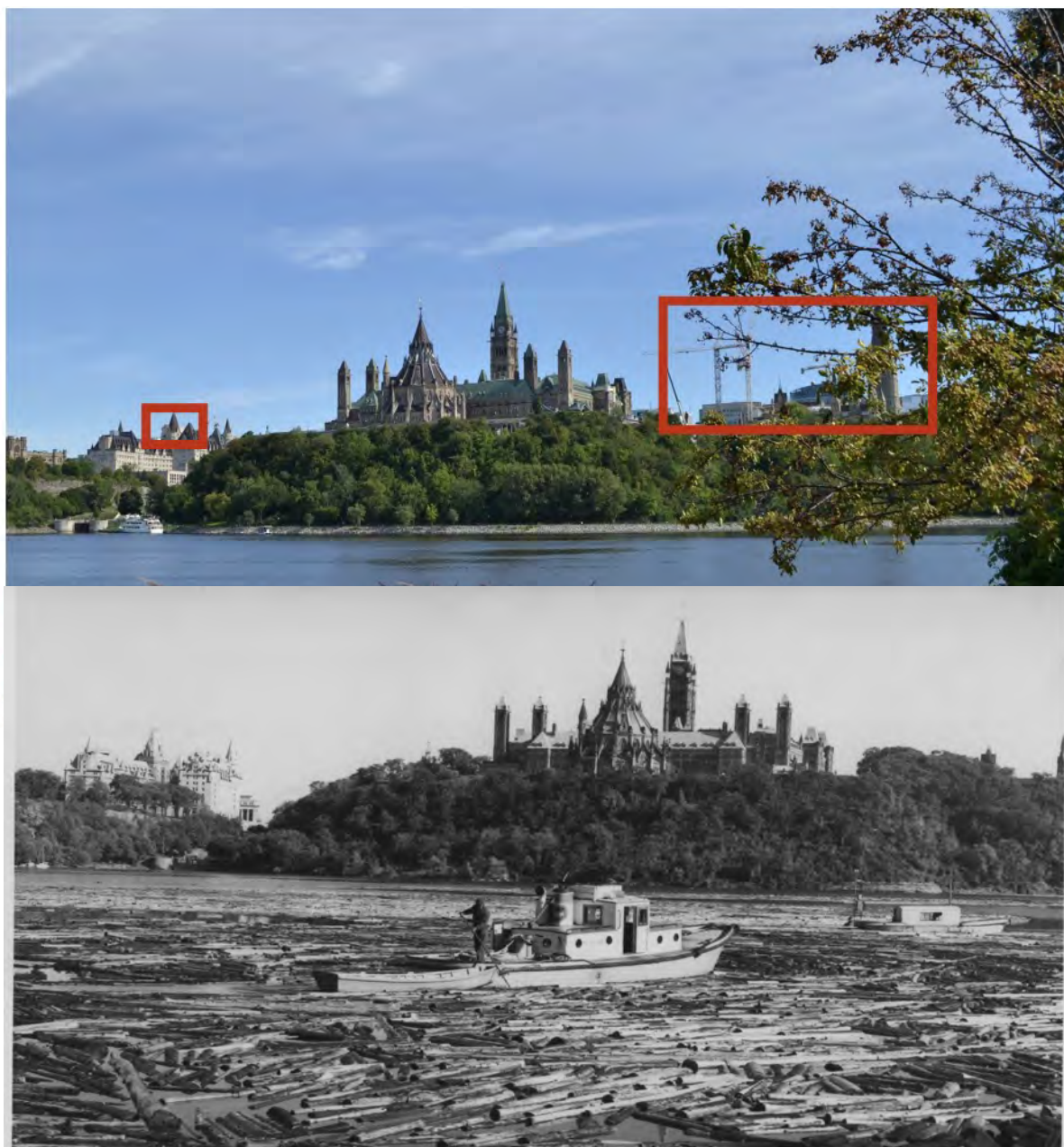
6.3.5 Malak Karsh Photo of Parliament

The view of the escarpment and the silhouette Parliament from the bank of the Ottawa River has not significantly changed since Malak Karsh took this iconic photo in 1963 (see Figure 6-12); later featured on the Canadian one-dollar bill (see Figure 6-13). View distortion is the result of crowding along the roofline of the Château Laurier by the Westin Hotel, as well as development that creeps up to the eaves of the West Block on all sides (see Figure 6-12).

Figure 6-14: Canadian one dollar bill, 1974. The Malak Karsh photo (Figure 6-12) was memorialized on the 1974-1989 Canadian one dollar bill (Delcampe, 2016)

Figure 6-13: Viewpoint comparisons of viewpoint 11, in front of the Museum of History on the bank of the Ottawa River (Top photograph: 2016; Bottom photograph: Karsh, 1963)

6.4 CHAPTER SUMMARY

KEY POINT 1:

- Within the National Capital Region, there are 22 viewpoints formally recognized by the NCC and the City of Ottawa. The viewpoints have been selected because they provide strong view of Parliament and/or they control height limits in the background behind Parliament.

KEY POINT 2:

- Of the 22 viewpoints, the project team ranked three as strong, ten as moderate, five as weak, and four as lost.

KEY POINT 3:

- Attractive views are instrumental in supporting the aesthetic of the public realm for both residents of the city and visitors.

KEY POINT 4:

- The majority of views (45%) were given a moderate (B) ranking, with almost as many (40%) falling into the weak and lost categories combined.

KEY POINT 5:

- Three of the four control viewpoints (viewpoints 1, 12 and 16) were rated as either weak or lost (C or D).

NOTES

1-2 NCC, 2015
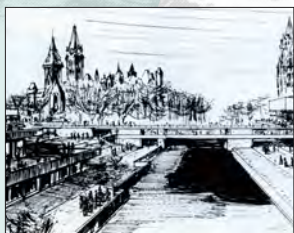
3-4 NCC, 2005

5-6 NCC, 2007

7-9 Abel, 2016

10 NCC, 2007

"To this day, Ottawa's neo-gothic parliamentary spires are designed to be best approached along the diagonal, enabling these imposing edifices to convey maximum surprise and visual appeal."

- Lawrence Vale (1992, P. 80)

7 Strengths, Weaknesses, Opportunities and Challenges

The purpose of this chapter is to provide analysis of the strengths, weaknesses, opportunities and challenges associated with establishing new tools for view protection in the National Capital Region. The strengths and weaknesses identified are associated with internal matters within the NCC; what the Commission has done well, what is in need of attention, and what is in their authority to regulate. Opportunities and challenges discussed in this chapter are of an external nature, specifically issues or conditions that play an important role in view protection, but are beyond the control or responsibility of the NCC.

7.1 SWOC Chart

7. SWOC Analysis

	STRENGTHS	WEAKNESSES
INTERNAL	• Views contribute to a prominent cultural identity • Key national symbols have been identified by the NCC • Majority of views are obstructed, but not completely lost • Integrated pathways and green spaces allow the public to enjoy views • NCC has control over the vegetation on their land (to better showcase views; block infrastructure) • NCC has approval over design of federally owned buildings on their land	• Limited tools for public engagement/public awareness of the national symbols • No distinct markers at the viewpoints in Ottawa or Gatineau on NCC property • Principles of current sightline protections are based on dated theories, studies and assumptions • Inconsistent identification of national symbols • Reconstruction of the Parliament Buildings leading to temporary view loss of the Peace Tower and Centre Block

	OPPORTUNITIES	CHALLENGES
EXTERNAL	• Key viewpoints have been identified by the City of Ottawa • City of Ottawa's *Official Plan* strongly supports view control protection • Best practices from other cities can be incorporated into view control for the National Capital Region • Mutually beneficial priorities exist between the NCC, Ottawa and Gatineau to form stronger partnerships • When priorities align between the NCC and the two municipalities (ex. tourism) partnerships can be formed	• Awkward partnerships between the NCC, Ottawa and Gatineau; priorities are aligned differently • Political cycle implications • Gatineau has limited view control policy • Existing built form that interfered with policy • Views have been lost due to buildings that are not on NCC lands or that they have control over • The cities benefit from intensification, which can lead to blocked or lost view

Table 7-1: SWOC Chart

7.2.1 STRENGTHS

A major strength noted by the project team is the strong leadership role of the NCC in views protection. Firstly, the NCC has successfully identified a hierarchy of national symbols in need of ongoing view protection. Secondly, the NCC has created and upheld enjoyable public spaces, parks and intergraded pathways to allow the public to enjoy views. By creating enjoyable environments for people to experience views, the NCC has created opportunities for the public to better understand and care about view protection. Lastly, a major strength held by the NCC is their power as an approval authority for new developments, as well as federally owned buildings located on their land. This assures that through their power of approvals, views are not impeded or impacted by new developments.

The national symbols, primarily the Parliament Buildings, have created a strong cultural and symbolic identity in Canada. Throughout history, the views to Parliament have been regarded as an important part of both Ottawa's and Canada's character. This is a strength for the NCC, as the national symbols hold a symbolic importance that is worthwhile, and in the public interest to protect. The importance and influence of the national symbols to Canadian culture make view protection an utmost municipal and federal priority. The NCC, PSPC, and City of Ottawa have successfully, collaborated over the past ten years to prevent further developments from exceeding the height control limits.

From the project team's analysis of the 22 existing viewpoints, another strength identified is that only four of the 22 viewpoints were classified 'lost'. While foreground and background view disruption is problematic for a majority of the viewpoints, they can be remediated, and the lost views can be returned to a weak or moderate rating (C or D). Recommendations as to how the viewpoints can be improved have been classified into short, medium and long-term timeframes and can be found in Chapter 11.

The fieldwork undertaken by the project team revealed that foreground or background disruption caused by vegetation overgrowth was problematic for about 50% of the viewpoints. A strength identified by the project team is that the NCC has control over vegetation on their land, which can be managed effectively to better showcase views and to strategically block buildings that distract viewers from the national symbols. Recommendations related to vegetation management can be found in Chapter 11.
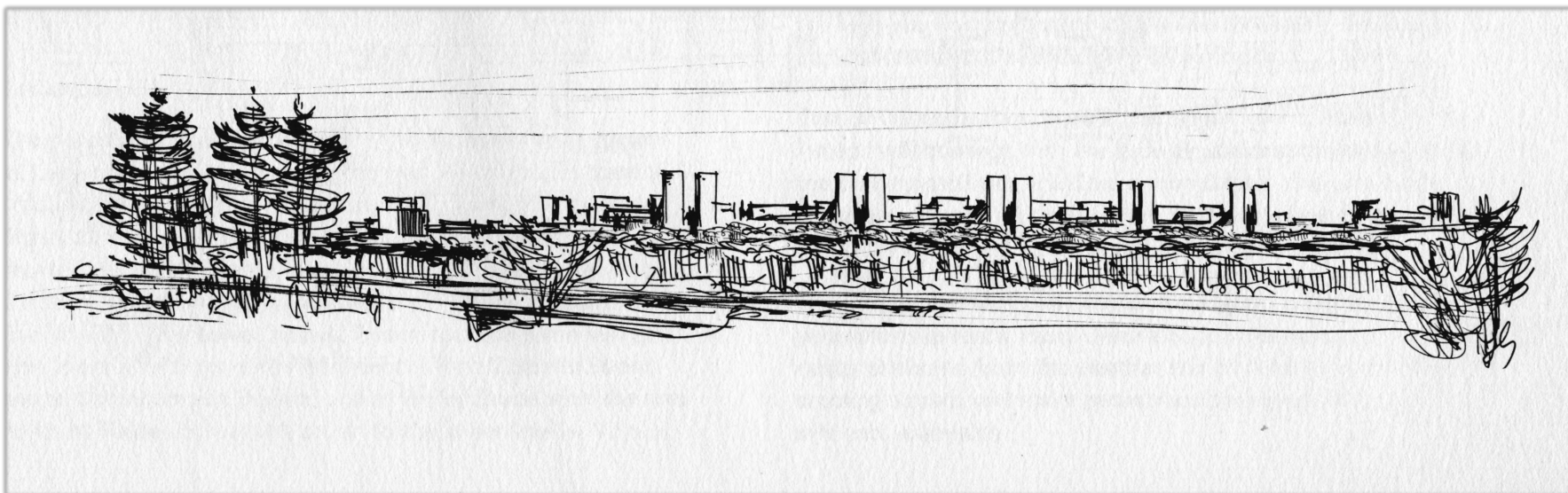

Figure 7-1: The southern edge of the centre (Ottawa Central Area Study, 1969)

7.2.2 WEAKNESSES

Despite the success of the NCC in upholding view protection in the National Capital Region, there exist some internal weaknesses that present challenges to uphold the symbolic primacy of the national symbols moving forward. Firstly, from the research it is evident there are limited tools for public engagement and public view awareness. This is problematic for citizens of the National Capital Region, for tourists visiting Ottawa and Gatineau, and for all Canadians. The threat of development obstructing views and the Parliamentary silhouette is not evident in the public discourse, and views protection does not seem to be a public priority. Another identified challenge, which compounds this problem, is that the viewpoints are difficult to locate. Currently, the viewpoints have no clear marking information informing people that they have arrived at a location— which would provide a notable view of the national symbols. Unclear viewpoints proved challenging for the project team's research and analysis, and also makes public involvement with views difficult to articulate. Clearly signifying the 22 viewpoints to the public is a recommendation that can be incorporated quickly, and is presented in length in Chapter 11.

The recommendations also refer to new tools that can be used to enhance public engagement and awareness of the importance of views, view protection and the associated challenges. It is hoped that by more greatly involving the public in view protection efforts, it will gain recognition and importance in the public discourse and become more of a cooperative endeavor between Town and Crown.

The project team believes another weakness to view protection in the National Capital Region is that current principles of sightline protection are based on dated theories, studies, and assumptions. While the historic involvement of views protection is notable (described in Chapter 2), the last major study regarding view protection was in 2007. In January of 2017, the research, current methods and principles will be a decade old. It is crucial that a more contemporary view analysis be implemented by the NCC and that the 2007 *View Protection* policy be updated and maintained in collaboration with the City of Ottawa and Ville de Gatineau.

A last major challenge identified by the project team is that there is inconsistent identification of the national symbols. Currently, there is no comprehensive list or definition of all the national symbols in the National Capital Region. Additionally, the Ottawa River and surrounding natural landscapes are not considered national symbols. This is problematic as the importance of the river has been emphasized since the earliest settlement of the area, and is an integral component of the natural heritage landscape.
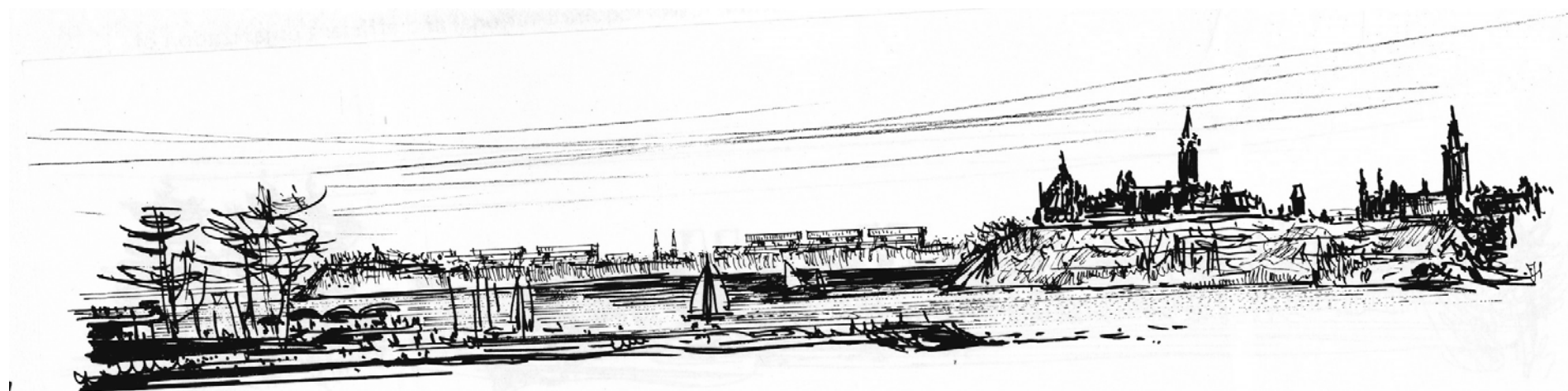

Figure 7-2: Looking east along Ottawa River toward Lower Town (Ottawa Central Area Study, 1969)

7.2.3 Opportunities

While the NCC has developed its own view control policies, it relies upon its municipal partners, the City of Ottawa and Ville de Gatineau to implement and enforce additional controls through their respective policies. A promising opportunity identified by the project team is that the City of Ottawa has formally recognized and incorporated a majority of the 22 key and control viewpoints into their municipal policy. Furthermore, Ottawa's *Official Plan* is in support of view control protection. Creating mutual view protection incentives between federal and municipal bodies still remains a challenge. However, the existing recognition and support for view protection in Ottawa's policy makes future collaborative endeavors a more likely possibility.

There are mutually beneficial priorities between the NCC, Ottawa and Gatineau, such as tourism and economic, environmental and social sustainability. One opportunity for the NCC is to recognize mutually beneficial priorities between the relevant stakeholders, and use them to form partnerships to their advantage. This is hoped to leverage the importance of view protection and address associated challenges in a collaborative and comprehensive manner. The NCC has the opportunity, as a landowner in both municipalities, to foster this collaborative approach – as it has mutual interest in both Ottawa and Gatineau. Through this approach, both municipalities will be benefitting from the opportunity of having a shared solution that could conserve and protect views to and from both cities.

A final opportunity identified by the project team is the potential for best practices from other cities to be incorporated in the National Capital Region. After examining the view protection policy of 13 precedent cities (Chapter 8), the scope was narrowed to examine best practices from six cities, to be applied to the National Capital Region (Chapter 9). Of the six best practice cities, only one is a capital city. This indicates that non-capital cities are using policy and non-policy view protection tools successfully. There is a great opportunity to integrate new view protection tools, which have been successful in other international cities, in the National Capital Region.
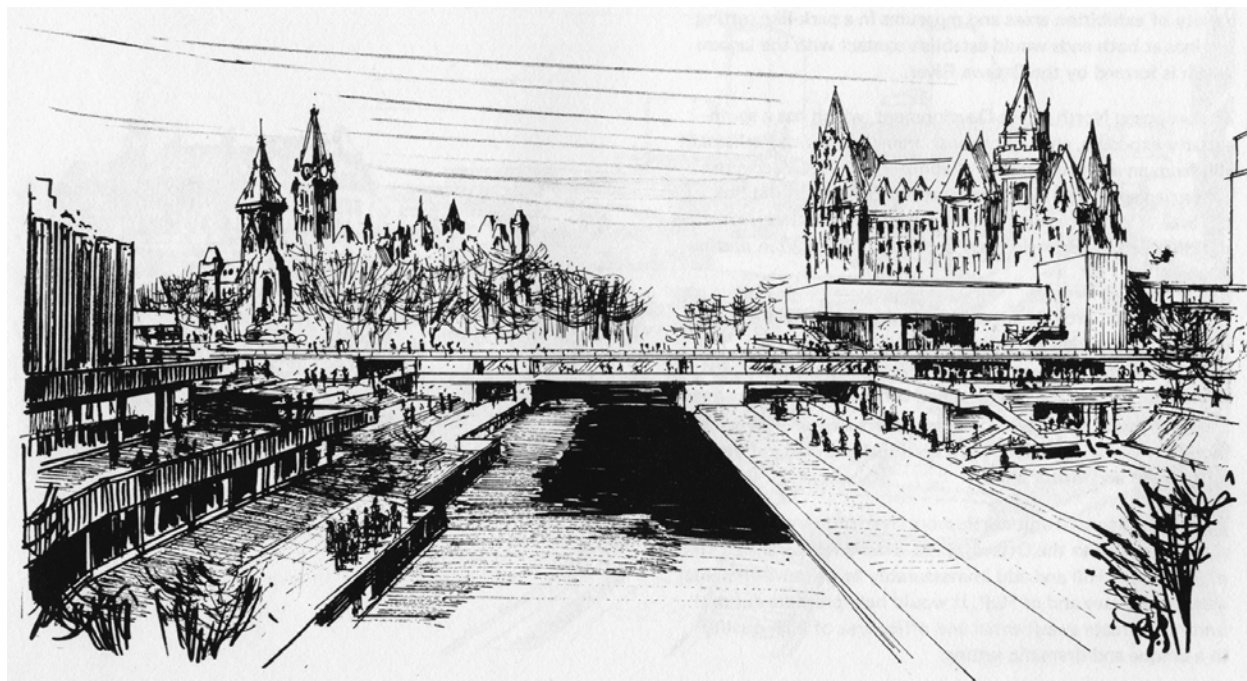

Figure 7-3: View along the Rideau Canal looking toward Parliament (Ottawa Central Area Study, 1969)

7.2.4 CHALLENGES

Through the analysis of the historic plans and policies, and the federal and municipal policies, it is clear that the incentives to protect the views of the national symbols are not aligned amongst all stakeholders. This is problematic as it has formed awkward functional relationships between the NCC, Ottawa and Gatineau. The political cycle implications that exist make collaborative efforts such as view protection difficult to address – that is, federal, provincial and municipal interests change every time a new government is elected. This presents a challenge, as a collaborative climate may not be supported by the elected officials at a certain time. Compounding this problem further is that Gatineau has limited view control policy, outlined in Chapter 4. Without formal recognition of view protection in policy, maintaining symbolic views in Gatineau will be a major challenge considering population, development, and intensification pressures. Through research, it has become clear that all levels of governments need to work together in order for priorities to align to allow the visual integrity and symbolic primacy of the national symbols to be protected.

Another major challenge is the existing built form in the National Capital Region and the regulatory powers of the NCC. From the conducted fieldwork, it is evident that some existing built form interferes with views, and existing federal policy. Obstructed views are caused by buildings that are not on NCC lands, and the NCC has little negotiating power in the development and maintenance of properties that are in direct sightlines of the national symbols. Furthermore, both Ottawa and Gatineau benefit from intensification, which can lead to blocked or lost views. The implications that exist from the built form and the NCC's inability to control lands that are not federally owned, are problematic for ongoing view protection.
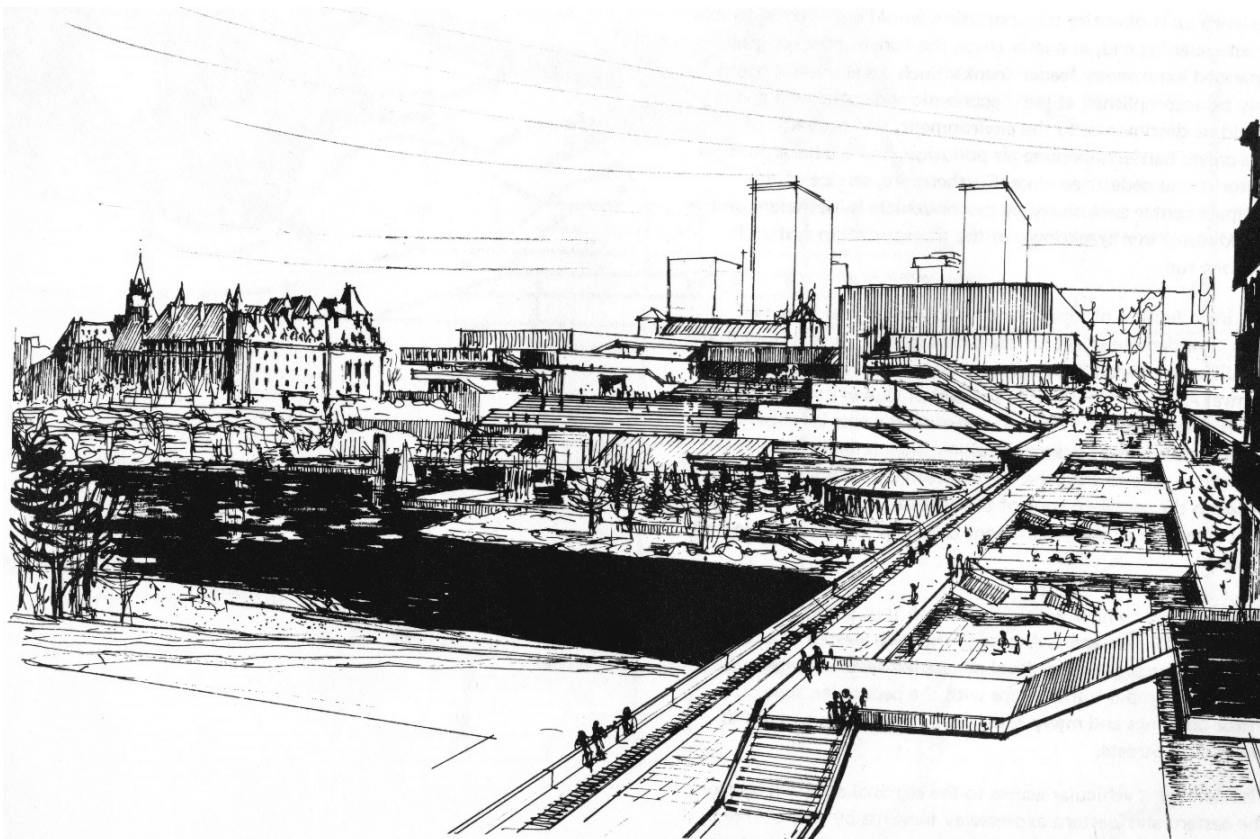

Figure 7-4: Ottawa-Hull Activity Link (Ottawa Central Area Study, 1969)

"Ottawa's central area is worth protecting and enhancing for many reasons, and we hope that this study will contribute in some small measure to its continued beauty and vitality in the future."

- Philip Hammer (1969)

8 Public Awareness and Involvement

Throughout the National Capital Region, the views of the national symbols are marketed in a variety of ways, for a number of different purposes. From tourism to media to commercial office space to residential apartments, the power and prominence of the national symbols is used as a tool for maximizing profits. There is no exact science or method used to determine the financial value that can be derived from the views of the national symbols. It is, however, easy to see how the views are commoditized through powerful imagery that is used to influence consumers through multiple channels.

8.1.1 ECONOMIC EVALUATION OF SCENIC RESOURCES

The City of Portland regards their views as scenic resources that its habitants have the right to enjoy.[1] A scenic resource or scenic amenity is any structure, feature, or element (natural or built) that is valued for its appearance.[2] Scenic resources are formed by a combination of focal features of a landscape and the ability to view these focal features. Since each unique individual experiences these resources uniquely, their significance differs depending on the features and values associated by the individual enjoying these resources. However, there is evidence that scenic resources such as views or urban landscapes in a larger context are important factors for households when they are deciding where to locate.[3] The City of Portland recognize that these scenic resources increase property values and draw tourists to the city, which in turn enhances the economic prosperity of the city.[4]

If views are to be regarded as scenic resources, it would motivate decision-makers to incorporate them into a larger, more established framework and evaluate them more objectively. It would also help to enhance public awareness and engagement because the economic evaluations would not only consist of the costs of protecting the views, but also the economic benefits of protecting them. Such benefits include tourism and property prices (see Figure 8-1).

The most iconic symbols of the National Capital Region are the Parliament Buildings. They appear front and centre on almost every product or service that is marketed to tourists, such as hotels, museum, events and tours. The National Capital Region benefits greatly from tourism associated with the national symbols. Some of the economic benefits associated with tourism include direct jobs such as tour-guides or hotel

Room Type	Bed Type	Size(ft)	View
Fairmont Room with View	One King, one Queen, or two Double Beds	275 to 375 sq.ft.	Splendid view of Canada's Parliament Buildings and the Rideau Canal
Fairmont Room	One King, one Queen, or two Double beds	275 to 375 sq.ft.	City, inner courtyard or Major's Hill Park
Deluxe Room	One King, one Queen, or two Double beds	400 to 450 sq.ft.	Various views including Parliament Hill and Rideau Canal locks, Major's Hill Park, city or inner courtyard upon availability

Figure 8-1: Hotel Château Laurier room descriptions based on views (Fairmont Château Laurier, 2016)

employees, as well as, indirect jobs in the food and retail industry. Tourist expenditures also greatly benefit the local community, in addition to diversifying the local economy.[5]

Private developers also benefit from the views of Parliament and other national symbols. They are able to attain higher profits when their buildings feature marketable views. Consumer demand is greater for units with views of Parliament, as opposed to generic views of non-descript office buildings. Developers use powerful imagery to market and generate greater demand for their products.
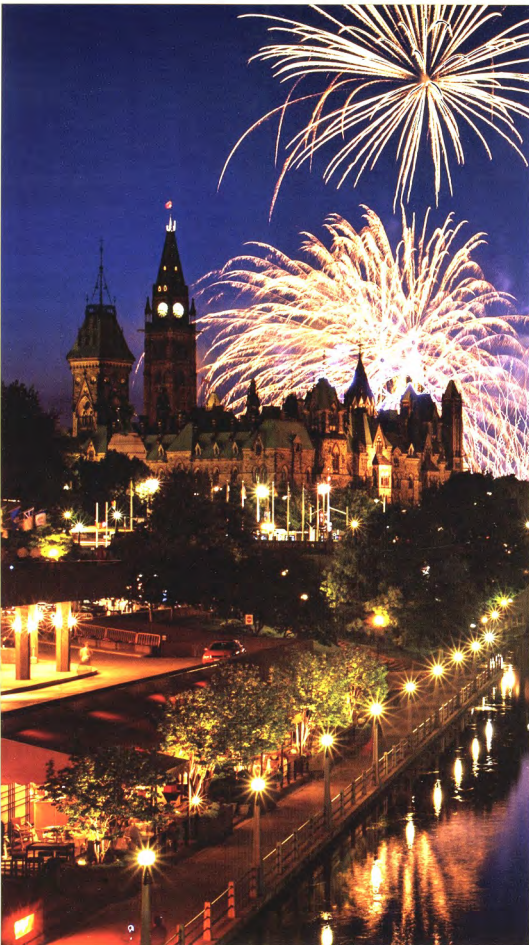

Figure 8-2: Photo of Parliament in developer brochure (Ashcroft Homes, 2015)

An example of this is the marketing strategies used by developers of recent condominium projects. Examples include Cathedral Hill (Windmill Development Group, 2016) and reResidences (Ashcroft Homes, 2016).

They include imagery in their sales brochure, however those views of Parliament are not achievable from their condominiums (Figure 2).

The hedonic pricing method or hedonic regression is used to estimate economic values for ecosystems or environmental services, such as scenic resources that directly affect market prices.[7] Through this method economic values of environmental attribute affecting housing prices can be determined. Chen and Jim (2009; 2010) have evaluated the economic value of urban landscapes to housing prices using the hedonic pricing method.[6] The results of the study found that the visibility of a garden or a bay area affects housing prices positively, whereas views of deteriorated urban areas had a negative impact on the price.[8]

Many hotels in the central areas of Ottawa and Gatineau use powerful imagery of the national symbols, which are depicted in Figures 5 and 6, to entice consumers to stay in at their hotel as opposed to their competitors. In fact, in doing an analysis of three hotels in central Ottawa, each of these hotels classify rooms differently based on the quality of their view. Rooms with unobstructed views of the national symbols charge a premium of 10-16 percent as compared to the same room with a view that doesn't contain the national symbols (Figure 3, Figure 4). The fact that a guest to the region would pay this premium is an example of how the views of national symbols are desirable and valued.

It is important to note that while evaluating views, the subjectivity of the aesthetic experience is important.[9]

Economic evaluations of scenic resources should be used alongside evaluations based on the individual experiences of people, along with a theoretical framework (see Chapter 3). These evaluations provide an economic value that can be used to support view protection policies in rapidly developing cities.

Prices in CAD	Andaz	Château Laurier	Westin
With view	389	356	335
Without view	349	313	282
Difference	40	50	53
Difference %	10	12	16

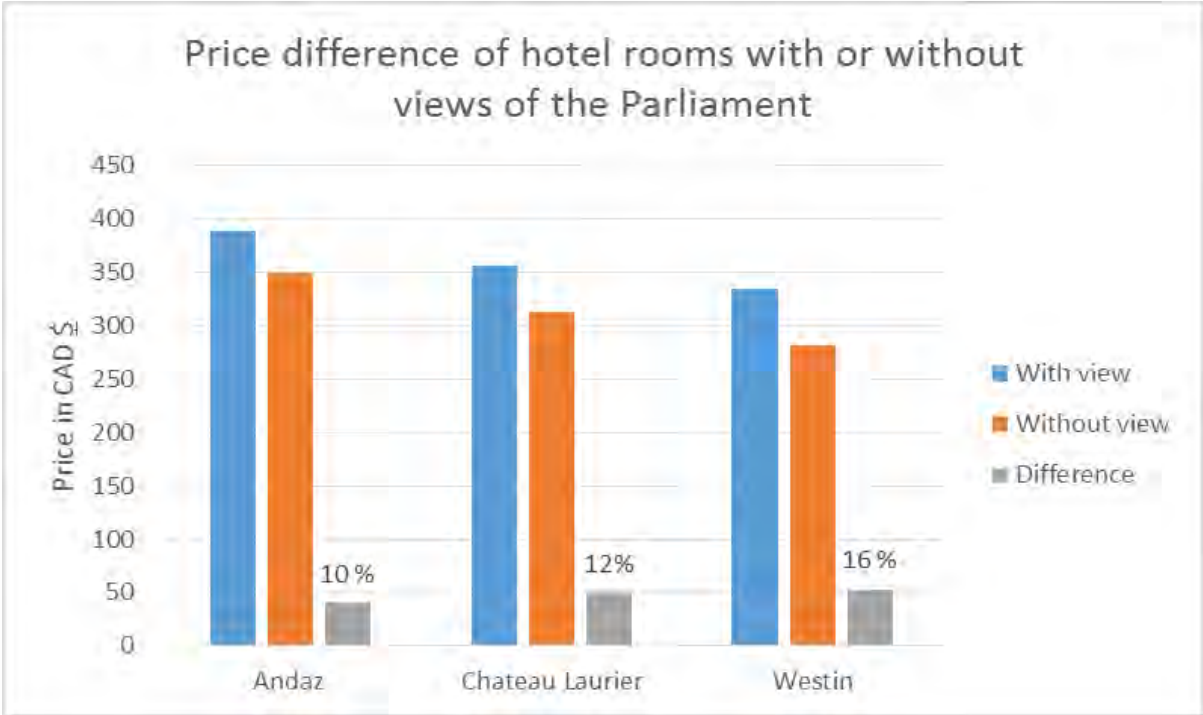Figure 8-3: Hotel prices difference with or without a view to Parliament.

Figure 8-4: Hotel room price difference with/without views of the Parliament.

8.1.2 RHETORICAL ANALYSIS OF THE REPRESENTATION OF VIEWS IN THE MEDIA

The project team analyzed how the views to Parliament were represented and marketed in the media. We conducted our research through social media using Facebook pages of hotels in Ottawa. We also examined tourism and condo brochures and various websites marketing views of the national symbols. All hotels that were studied (Andaz, Westin, Château Laurier) had a picture with a view of the Parliament as their Facebook wall picture and all of their websites contained photos of Parliament (see Figures 7-9) .[10] Additionally, ArtHaus Condos has a Facebook quiz titled "Which Ottawa landmark are you" with Parliament Hill being one of the possible answers (see Figure 17).[11] The following quotes were taken from several Facebook pages, brochures, travel websites, tourism associations and condominium companies that are all marketing national symbols within Canada's National Capital Region.

Figure 8-6: Views to the Parliament promoted by Château Laurier (Fairmont Château Laurier, 2016)

Figure 8-5: Andaz Hotel shares a picture by Chris Hadfield on their Facebook wall *"#ThrowbackThursday to a few days ago! What a view!"* (Col. Chris Hadfield, 2016)
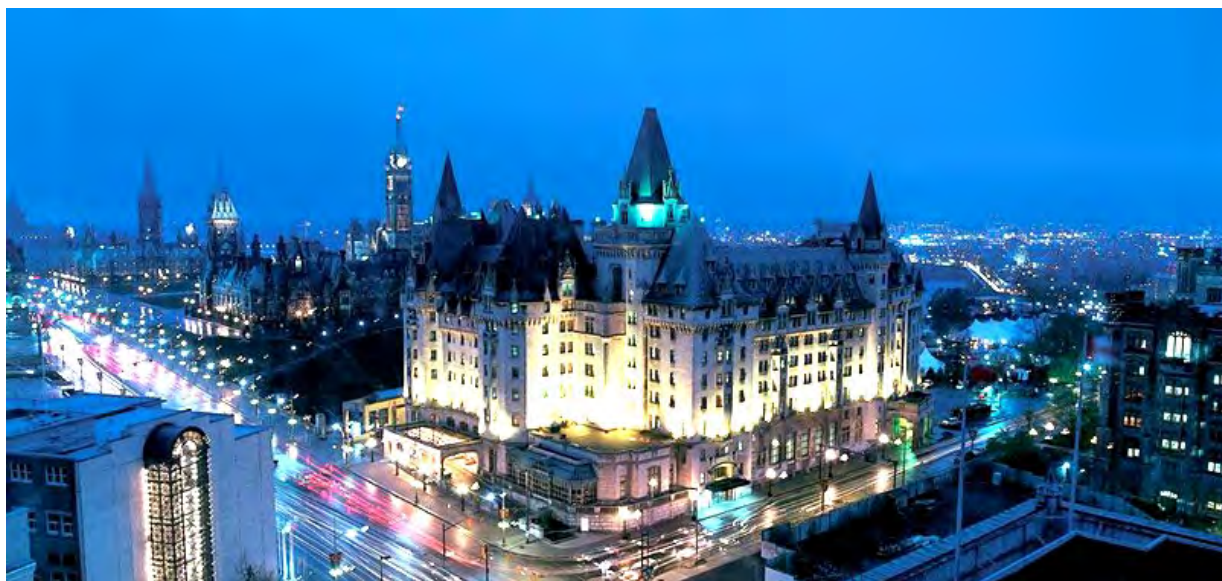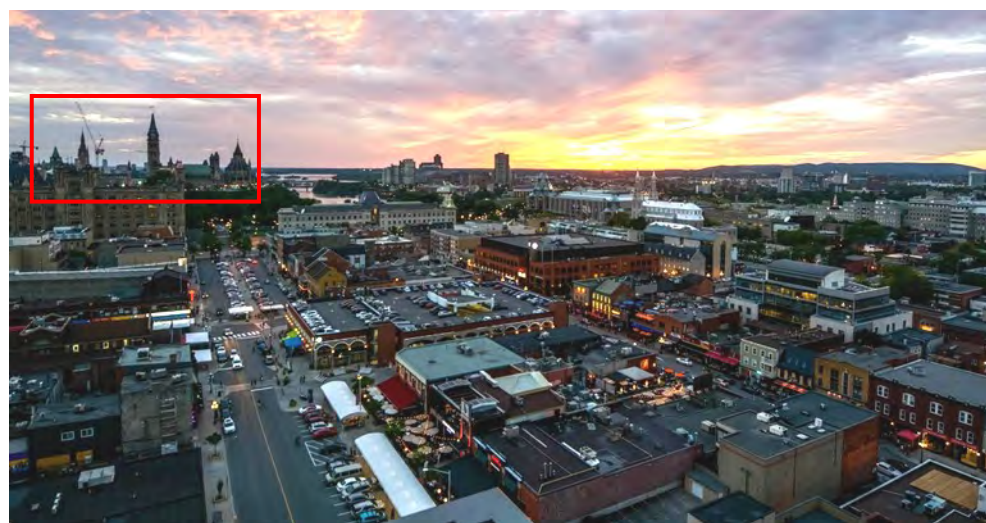

Figure 8-7: *"Our rooftop, Copper Spirits and Sights, is guaranteed to step up you Insta' this fall!"* (Andaz Ottawa ByWard Market, 2016)

8.1.3 HOTEL AND CONDOMINIUM VIEWS

Figure 8-8: Views to the Parliament marketed by Westin Hotel (The Westin Ottawa, 2016)

Figure 8-9: Views to the Parliament promoted by Andaz Hotel on Facebook as their wall photo (Andaz Ottawa Byward Market, 2016)

Figure 8-10: View of Ottawa from reResidences (Ashcroft Homes, 2016)

Figure 8-11: Many images are enhanced or altered to provide a glorified view of the national symbols, the caption of this figure reads: "Rendering is artist's concept and for mood and impression only." (Ashcroft Homes, 2015)

8.1.3 HOTEL AND CONDOMINIUM VIEWS (CONT'D.)

Figure 8-12: *"This could be your view from Wildfrid`s restaurant!"* (Hing Winata Dharma, 2016)

Parliament Hill was mentioned as a reason to come to Ottawa and as the number one view in the top 10 views in Canada.[12]

In addition to imagery, developers use powerful slogans to influence buyers. The following quotes have been taken directly from an Ashcroft Homes 2015 reResidences brochure:

"Experience the privilege that comes with Canada's most iconic view"

"The iconic view"

"Own the prestige and privilege of an inspired address with unobstructed views of Parliament"

"This is where power meets privilege"

"Celebrating the views of this special setting"

Sky Lounge :
"This elegant space provides all residents of re with an unobstructed view of the Parliament Buildings, the Ottawa River and Gatineau Hills"

"The Sky Lounge provides re residents with an exclusive, one-of-a-kind view of our country's most cherished buildings and monuments"[13]

Figure 8-13:*"It is directly on axis with the Peace Tower"* [and blocking the view of a lower building on Queen Street] (Ashcroft Homes, 2016)

8. PUBLIC AWARENESS AND INVOLVEMENT

Figure 8-14: "Unparalleled views", 12th floor Corus suite on Cathedral Hill condominium (Cathedral Hill, 2016)

Figure 8-15: "There is no view like it in Ottawa. Cathedral Hill condominiums offer picturesque surroundings with unparalleled and protected views of the Ottawa River, Gatineau Park, Parliament Hill and Sparks Street." (Cathedral Hill, 2016)

8.1.4 Evaluation

Based on the project team's research it can be argued that people are willing to pay for a view of the Parliament from their home or hotel room. The views to Parliament Hill are marketed both by the tourism industry and the private developers. The views are marketed as an exclusive amenity that one could enjoy from either a private space, such as a condominium or a semi-private space, such as a hotel patio. On the other hand, the tourism industry emphasizes the public access of views. For example, Parliament Hill is recognized as an iconic landscape that provides a reason to visit Ottawa and is an important part of the city's image.

The concept of scenic resources and the hedonic method as introduced earlier, could be used in the future by the NCC to provide a framework to evaluate the economic impact of protecting views. This could work as an argument in terms of engaging stakeholders who regard protecting views as an economic barrier. Furthermore, categorizing views as scenic resources implies that resources add value to people's lives and thus need to be protected and preserved for current and future generations.

Figure 8-16: "Which Ottawa landmark are you?" (Arthaus Condos, 2016)

As view protection is part of sustainable and long-term planning in the National Capital Region, it is imperative to increase public awareness of views that are being protected. The following section outlines tools that can be employed in the National Capital Region that have been successful in other cities. Most of the tools discussed are not created by governing bodies, but by news media organizations or social media campaigns. With daily life being documented more frequently on social media, and with an increasing online presence, it may be advantageous for governments to utilize such media tools to their advantage. In this case, despite the public availability of view protection documents, they are either unknown or too complicated for the general public. Social media may be useful for engaging the public with views and symbols, as well as raising awareness of threats to those views and symbols. Furthermore, social media and other online tools can be instrumental in attracting tourism to the region by showcasing the beauty and originality of Ottawa and Gatineau, thus fostering economic growth. It should be noted that like most government bodies, the NCC has its own social media regulations which would be instrumental when considering the following opportunities.[14]

The following sub-sections highlight current uses of social media and other online sources that may be considered as precedents for public engagement tools for the NCC.

8.2.1 WEBSITE RESOURCES

Tourism can be governed by various public and private bodies, using views as a visual incentive for visitors. Ottawa's tourism website advertises views by sharing with visitors the best places to photograph. An example of this is a 2015 article on ottawatourism.ca titled '*Where to Capture Iconic Photos of Ottawa*'. There are five listed photo subjects, with advice for tourists on which angle the subjects are best captured from. The article is accessible, easy to read, and provides a good example of how to use modern media for tourism. Selling these iconic – and protected – views to the public using a focus on amateur photography may be more effective now than ever, with increasing prominence of the smart phone, and photo-sharing apps.[15]

Figure 8-17: (Above) This image strategically uses vegetation to eliminate the commercial tower that would appear to the right (Ottawa Tourism, 2015)

Figure 8-18: (Left) A photo from the same viewpoint as the advertisement to the left; the encroaching commercial development is more visible (Coyle, 2016)

Popular news media has also been involved in similar view marketing. A good example is The Guardian, whose website contains an article titled '*How are protected views shaping cities*?'. The article discusses view protection in Oxford, England and issues such as high-rise development pressures. The article is written in a way that does not use technical 'planning' language and is thus easier for most to understand.[16] As well, it links to a Guardian Witness interactive blog post titled '*Which urban views would you protect?*'. It allows users to upload pictures of city views, include a caption of why those views are important, and why they should be protected. This website is a good example because it directly asks the public what is important to them, after first explaining the issues and general policy surrounding view control.[17] This is an efficient way to gage the public's opinion of views while at the same time increasing awareness of the issues faced by local government and the NCC. This technique could also assist in getting the public 'on board' with view protection legislation.

Today, open data is becoming increasingly requested by the general public. Vancouver has employed the use of KML files layered on top of Google Earth, allowing the view cones to be interfaced with the software to demonstrate where the view cones are located. This interface can demonstrate what buildings have disregarded view cones and are now an obstruction from the viewpoint. This is also a way to empower the public to take ownership of views, as well as engage them in current development in downtown Ottawa and Gatineau. With the public taking ownership of the views, it may lead local developers to have a challenging time disregarding view protection policies. Therefore, it could allow the municipalities and the NCC to protect the visual integrity and symbolic primacy of the national symbols.[18]
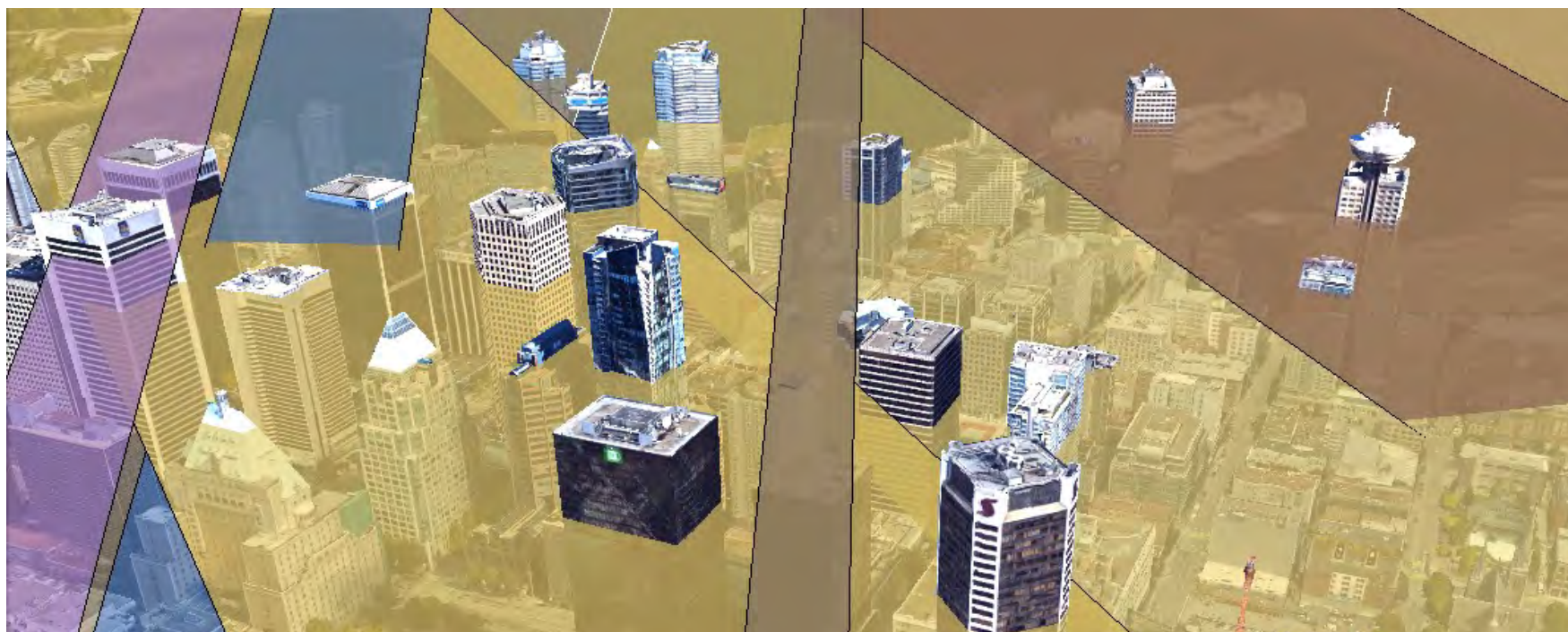

Figure 8-19: KML open data of view cones layered over a Google Earth view of downtown Vancouver (KML data created by Centre for Landscape Research using raw data from Vancouver's Open Data Catalogue, 2010; Google Earth, 2016)

Figure 8-20: Screen grab of Vancouver's open data in use; data are layered over Google Earth so the public can visualize protected views in the city, and where view cones are being pierced (KML data created by Centre for Landscape Research using raw data from Vancouver's Open Data Catalogue, 2010; Google Earth, 2016)

8.2.2 SMART PHONE APPS

Smartphone apps can be used to generate awareness of places within a city. A popular method of achieving this is through hashtags to market an idea or a view while also providing members of the public with some ownership over the campaign through their personal online accounts.

For example, #mtlmoments is a hashtag on Instagram used by the Ville de Montréal. This hashtag is also included on many "frames" scattered throughout the city where tourists can take a picture inside the frame facing onto an attractive vista. The website www.mtlmoments.ca also has an interactive map to show users the best places to take good pictures in the city. The website uses the Google app 'mymaps' to create the maps of the best pictures taken in the city. These tools allow people to personally share and customize their experience with the views.[19]

For Montréal's 375th anniversary, in partnership with Bell Canada, an integrative art experience app was created for use in the streets of downtown Montréal. The app, called Techno-historic Montréal (Montréal en Histoires) contains over 60 points of interest and augmented reality sites. At night, these sites are characterized by projected 'tableaus' and scenes along the delineated sites. These pieces help guide users through the history of Montréal through 'unknown and known characters' through site and sound, reminding one of Montréal's past and reminisce on how it used to look. When tableaus are not used, the app helps users look at the point of interests with historic information and pictures. As well, other places can also be experienced in augmented reality, allowing users to see how the area looked historically. This would be interesting to incorporate in the National Capital Region and have people experience both lost and existing views.

Figure 8-21: - a #mtlmoments real life photo-frame for media users to take a pictures in, post and tag (Montréal Tourism, 2016)

Figure 8-22: A screen grab of the Techno-historic Montréal online app (Montréal en Histoires, 2016)

Maptionnaire is a software that allows individuals to use their computer, tablet or phone to view an aerial map of the viewpoints and provide their feedback. Users are able to comment on the view, and provide a thumbs up or thumbs down. This tool could allow the NCC to understand the public's opinion of each viewpoint, assisting in the redefining of viewpoints and the methods used in selecting the viewpoints.[20]

ESRI story map is an online tour map that is easy to make, understand, and it shows where viewpoints are located. The application shows the user where to walk, an image of what they will see, and information about the viewpoint. ESRI story map is a tool that individuals can use instead of taking a guided walking tour. The NCC is already using ESRI Story Map for their Capital Illumination Plan, so it could serve as an easily implemented recommendation.[21]
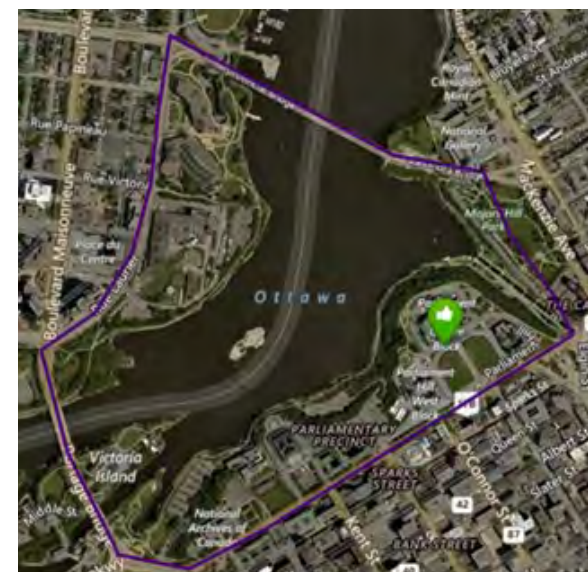
Figure 8-23: (Above) A screen grab of the user giving a "thumbs up" to Parliament Hill (Maptionnaire, 2016)
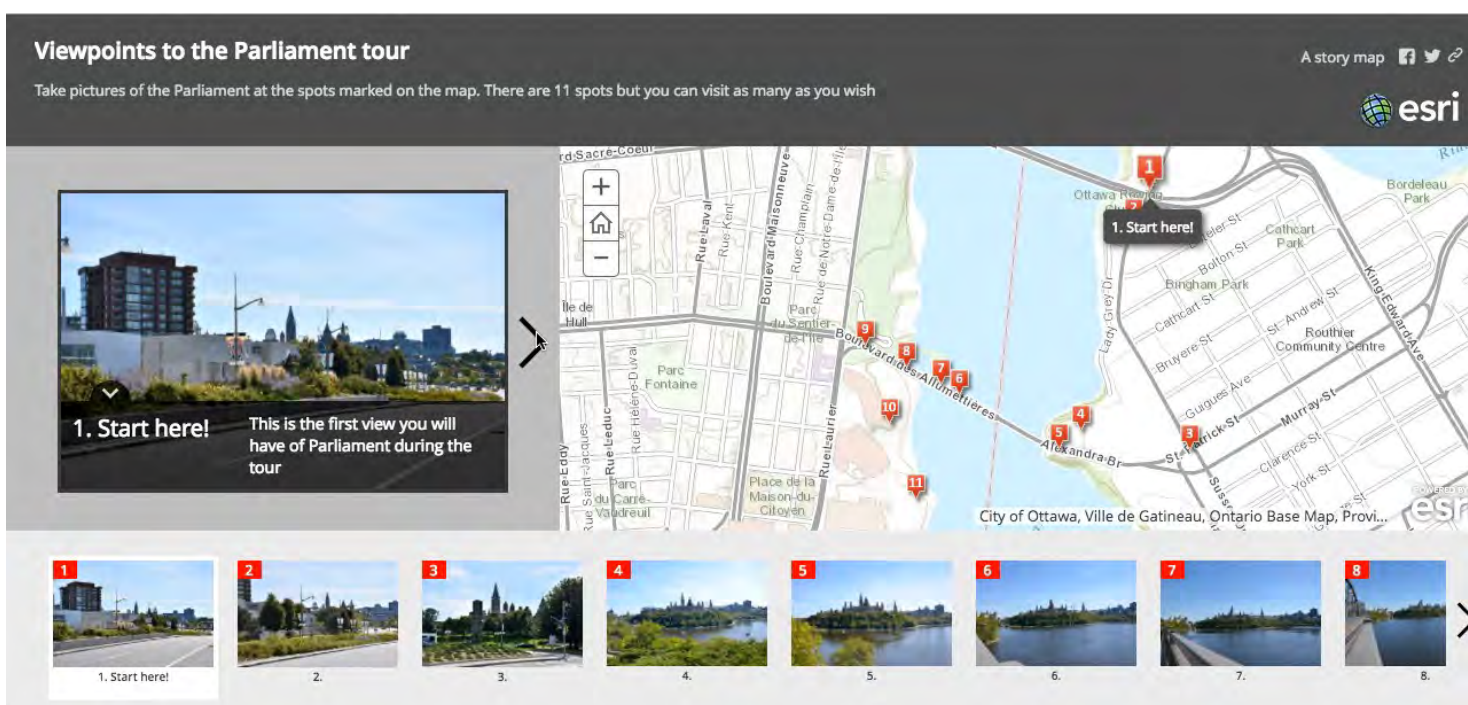

Figure 8-24: (Left) Screen grab of ESRI Story Map in use - the project team created a story map for view in the NCR (ESRI, 2016)

Google Trips is a smart phone app that allows users to plan trips. It contains an interactive map, offering travel advice and activities. Within the categories shown, they indicate whether or not the activity or space features a view. When users book tickets and import them, the app creates a package of local sights, restaurants and even day-trip itineraries based on the user's search history (it becomes curated to what the user likes). Such an app could be used to leverage views by creating stops in Google Maps according to tags, and providing user's ratings of the view. One idea would be to create a day-trip walking tour along Confederation Boulevard with the views in Ottawa and Gatineau's attractive park areas – thus motivating people to visit the sites.[22]

Citymaps2go is a smart phone app that allows users to plan trips through offline maps. Once the user clicks on a site, it provides a review including traveler photos and reviews. For Ottawa and Gatineau, some reviews and photos exist on the app, such as Nepean Point – captioned as "nice scenic view." Unfortunately, this is the only example of Confederation Boulevard within the app. In future, this software may be more widely used, and others may be developed that would be use-ful for raising awareness of the region.

A similar app is the Amsterdam Travel Guide. Once downloaded, this app allows the user to explore a map of the city filled with specific icons. These icons represent food, hotels and historic sites. On the map, there are also camera icons which demonstrate how to frame a good picture and explains why it is a popular photo spot. The company that produces this app also produced one for the Ottawa area, however, the points of interest seem to require some fine-tuning.
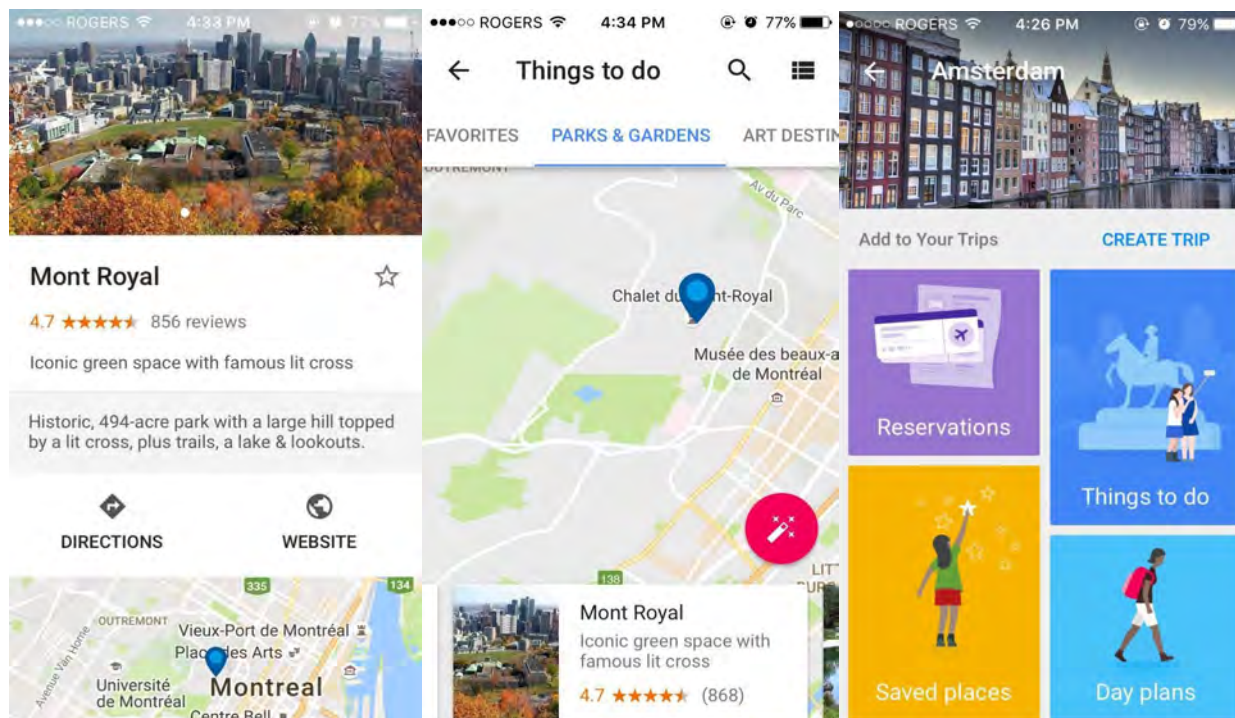

Figure 8-25: Three screenshots from Google Trips smart phone app (Google Trips, 2016)
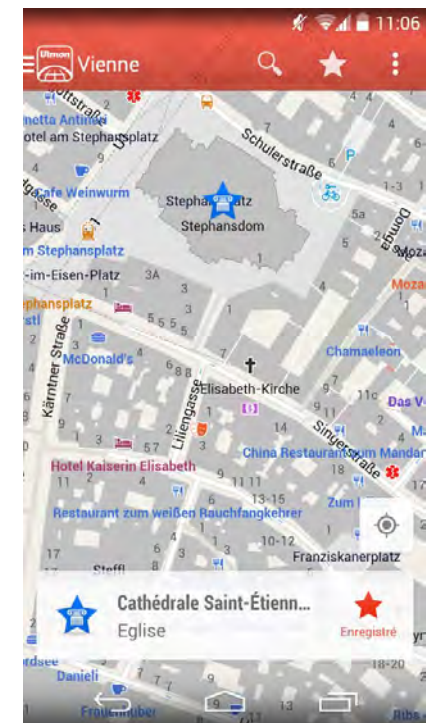

Figure 8-26: Screen grab of Citymaps2go (Citymaps2go, 2016)

Another interesting example of a possible social media tool is Snapchat's geofilters. These are either sponsored by, or attached to a geographic location that can be toggled onto the popular social network Snapchat.[23] These filters can be changed according to different events and areas. It could be useful to implement Snapchat filters in areas surrounding key viewpoints and landmarks.[24]

As previously mentioned, most cities have tourism websites supported by local organizations that are separate from municipal government. Such sites are ideal platforms for raising awareness of views and advertising them for tourism. But there are other privately run websites that also have good examples of view marketing. For example, the website smartdestinations.com, which offers deals, travel advice and guidance, contains an article titled '*Famous*

NYC landmarks & the most Instagrammable pictures to take in NYC'. The article lists 10 possible photographs to take in the city, and the best angles to capture them from. As well, under each photograph there are links to websites where tourists can learn about landmarks and amenities in New York City, as well as purchase tickets for attractions.[25] Another good example of a privately-run website advertising views and photo opportunities is narcity.com. The site contains information about attractions and activities in various cities.

There is a blog post here called '*51 Vancouver spots to take really cool Instagram pictures*'. Though this article does not suggest photographic angles, it includes many spots that may not be advertised as heavily to tourists and those unfamiliar with the city. These examples are useful in that the references to social media technology attracts a younger traveler demographic .

Figure 8-27: - Snapchat Filter for Piccadilly Circus, UK (Snapchat, 2016)

Figure 8-28: - A suggested photograph of the silhouette of the Statue of Liberty at night (Sagal, 2015)

8.2.3 Local Programs

Many cities, such as Toronto use 'Doors Open' to encourage people to visit multiple local attractions. 'Doors Open' is a program that offers "free and rare access to more than 130 architecturally, historically, culturally and socially significant buildings across the city."[26] Ottawa participated in the program as well, allowing its citizens to visit buildings they would not otherwise have the opportunity to see inside, such as high profile government buildings. Toronto used this to leverage the citizens to gain an interest in heritage as noted by the *Official Plan Five Year Review – Proposed Heritage Policies Staff report*. This event allowed heritage conservation to be translated into the public realm, into simpler and less planning-related language. Similarly, the NCC could facilitate this program to help raise public awareness and build trust between the government and the public.[27]

Established in 1953, the Boston Freedom Trail is a 3.8 kilometer trail running through the central Boston Area. This trail is a wayfinding tool for Boston's many historic sites, delineated by a red brick line along the road. More specifically, there are brass markers in the trail that point in the direction of city attractions, which vary from the Boston Commons to the site of the Boston Massacre. As it is central to the city, as well as accessible, the trail gives tourists the benefit of being able to start the trail from wherever they please. There is an app and maps that are available to help tourists find their way to specific points of interest along the trail.[28] This provides a helpful example for tourism and could likely be used to mark points of interest and protected views. Moreover, in the case of Ottawa and Gatineau, such a feature could be an interesting and useful addition to the Confederation Boulevard experience, by allowing people to start a tour at any point along the loop.

Figure 8-29 Brass sidewalk plaque on the Freedom Trail, Boston Massachusetts (Freedom Trail Foundation, 2016)

Figure 8-30 - A 'Doors Open' logo from the City of Ottawa (City of Ottawa, 2015)

8.2.4 Other Media

It is important to access both the local public and communities across the globe regarding views. Marketing the region's views on a global scale is important for highlighting Ottawa and Gatineau as a tourist destination, which is vital for economic well-being. It may be beneficial to look at how local views are utilized in different media forms. An interesting example is a study that was done on the imagery of Edinburgh that was broadcast on the 2003 MTV Europe Music Awards. Displaying views (particularly those that are intended on being protected) via popular, globally broadcast media could be advantageous for both increasing local citizens' sense of ownership within the region, as well as putting the region 'on the map' for tourism. In Edinburgh, "the event offered extensive local inclusion and unique promotional opportunities that would give the city's conservative image a contemporary edge." As well, "MTV's desire for these place features to reimage their television show meant the event primarily benefited them and the local tourist industry."[29] This demonstrates how a city's popular media presence can be beneficial for the city economically.

Public engagement is crucial for leveraging interest in the protection of views. It is through social media tools such as those discussed, that various cities were able to garner public support of view protection. The tools mentioned above are some of the most popular and successful tools not only for public engagement, but to provide education. Currently, opportunities are increasing, as new media is still on the rise. By effectively using these tools, the importance of view protection can be translated into the public realm.

8.3 Chapter Summary

Key Point 1:

- Views of the national symbols are marketed in many ways by different businesses. They are very important to the region's tourism industry, serving both national symbols and local symbols. Increasing public awareness of views is imperative to their protection

Key Point 2:

- Social media should be used to a higher degree. Various Smart Phone apps, websites and other media tools can be used to market the views to tourists though maps, photo-sharing and travel guides.

Key Point 3:

- Other tools, such as open data (for example, KML files layered over Google Earth) are a good way to engage the public. The use of mapping software such as ESRI story maps can supplement this.

Key Point 4:

- The project team conducted an analysis on the cost of a hotel room, with and without a view. We found that hotel rooms with a view of the national symbols costs 12.6% more than an identical room without a view. As well, condominiums use the views of Parliament and other national symbols to market their units.

Key Point 5:

- Local programs such as 'Doors Open' or the marked sidewalk of the 'Boston Freedom Trail' that encourage the public to seek views, or that allow public access to national symbols/public buildings have been shown to be successful in other cities.

Notes:

1 Bureau of Planning and Sustainability, 2016

2 Chen & Jim, 2010

3 Garrod & Willis, 1994; Palmqvist, 1991

4 Fairmont Château Laurier (2016). *Compare Rooms.*

5 World Travel and Tourism Council, 2012

6 Need Citation

7 Chen & Jim, 2010, 235-236

8 Chen & Jim, 2010

9 Gréber, 1950

10 Andaz, 2016;The Westin Ottawa, 2016; Château Laurier, 2016

11 ArtHaux, 2016

12 Ottawa winter events guide, 2016; Canadian Sky, 2016

13 Ashcroft Homes, 2015

14 National Capital Commission, n.d.

15 Ottawa Tourism, 2015

16 Hollis, 2015

17 Perry, 2015

18 Vancouver, City of, 2015

19 Google Maps, 2016

20 Maptionnaire, 2016

21 ESRI, 2016

22 Eadicicco, 2016

23 Snapchat, 2016

24 Flynn, 2015

25 Sagal, 2015

26 Toronto, City of, 2016

27 City Planning Division, 2012

28 Freedom Trail Foundation, 2016

29 Reid, 2006

"It's a view that defines a country."

- Ashcroft Homes reResidences Brochure (2015)